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ABSTRACT

This guide, one in a series of three publications for vocational program developers and others to use in planning and developing a community-based response to worker dislocation, provides a generic approach to program development. Discussed first are the causes, future, and impact of worker dislocation. The next chapter is devoted to various aspects of planning for dislocated workers, including common planning themes, public and private sector partnerships, dialogue and cooperation with economic development planners, comprehensive services for dislocated workers, and planning difficulties and programmatic constraints. The four phases of the process of planning dislocated worker assistance programs are outlined in the third chapter. Covered in the final chapter are various services and strategies for displaced worker programs, including ideas involving the following agencies and organizations: the federal government, state planning offices, state departments of economic development, employment services, state offices for the Job Training Partnership Act (JTPA) or for employment and training planning, state vocational education and community college departments, unions, chambers of commerce, industrial realtors, private industry councils, private employers, banks, public utilities, affected firms, firms at risk, and social service providers. A list of related agencies and organizations involved in dislocated worker programs and activities and a bibliography are appended. (MN)

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HELPING THE DISLOCATED WORKER: PLANNING COMMUNITY SERVICES

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FOREWORD

Dislocated workers are unemployed because their jobs have been eliminated by economic, technological, or structural changes in American business and industry. Recent estimates place the number of dislocated workers between 1.5 and 2 million individuals.

The profile of the typical dislocated worker is that of a white male with considerable tenure, earning a high wage in a blue-collar job. The dislocated worker generally has been a union member, experienced stable employment, and worked in a manufacturing industry such as steel, automobile, rubber, textiles, or consumer goods. Because of the traditionally high wages and job security afforded by such industries, many of the workers have had little or no employment experience in other jobs and have acquired firm-specific skills that are not readily transferable to other occupations.

Although the typical profile of a dislocated worker is that of an individual who has enjoyed a labor market advantage relative to other groups, those that are most severely affected by dislocation are often females and members of minority populations. Members of these groups have more recently made advances in their occupational positions, but due to their limited tenure, are among the first to be laid off during a reduction. And all dislocated workers, especially older individuals, who have been displaced because of plant closures, business failures, and mass layoffs are unlikely to find jobs or wages similar to their previous employment. These people often need special assistance in coping with and overcoming economic and personal problems related to their unemployment and in finding new jobs. In response to the recent increase in the number of plant closings and layoffs, state and local governments, employers, unions, community agencies, and educational institutions in many localities, have united to meet the challenge of helping thousands of currently unemployed workers prepare for, seek, and secure new jobs.

Some predictions suggest that, by the end of the decade, thousands of jobs may be eliminated or drastically changed by future advances in automation, communication, and computer technology. Such speculations raise serious concern about the future dislocation of significant numbers of currently employed workers.

Questions about the job security of many working adults suggest that the role of vocational educators and other service providers will have an increasing emphasis on assisting dislocated workers to prepare for and transfer into new occupations. The National Center for Research in Vocational Education has prepared three publications to facilitate the efforts of those who are, or will become, involved in planning and developing programs to aid dislocated workers in adjusting to future career changes. The publications are intended for vocational education and training program developers, counselors, job placement specialists, and other service providers. They present a sample of strategies and ideas for organizing and delivering services to dislocated workers. Additionally, information is provided about resources and materials available for use in assessing, counseling, and directing workers in job search and retraining activities.

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in Vocational Education

EXECUTIVE SUMMARY

Future economic conditions and technological changes are likely to increase the numbers of adult workers who will face the problem of job dislocation or skill obsolescence during their work lives.

In response to the current and future problems likely to be encountered by dislocated workers, the National Center for Research in Vocational Education prepared three publications to assist vocational program developers and others in providing a range of helpful services. The information, ideas, practices, and strategies presented in the publications were abstracted from many different sources. This material illustrates the diversity and practicality of approaches that have been implemented in various communities to address the particular needs and circumstances of dislocated workers.

Job search, placement, and retraining often are important elements of community sponsored reemployment programs for dislocated workers. Recognizing that such services should be based on a careful assessment of client needs, interests, abilities, and skills, the project had three major foci:

- Information on community responses to worker dislocation was synthesized into a description of a generic approach to planning a community-based program for dislocated workers.
- A sample of locally developed programs that are serving the needs of dislocated workers was identified and described.
- Available materials and resources that can be used in client assessment and job search training were identified and described.

This publication presents a generic approach to planning and developing a community-based response to worker dislocation. The book is organized into four chapters, the first of which reviews the causes of worker dislocation, the general characteristics and needs of dislocated workers, and the impact of plant closings on a community.

Clearly, the primary cause of worker dislocation is the structural and technological changes that occur in a dynamic economy. Such changes create new industries and occupations while others cause declines or migration of industries to other countries in search of lower production costs and wages. When such transformations occur slowly, their impact on workers is lessened through normal attrition of a work force and timely retraining and upgrading programs. However, when the changes occur suddenly, the rate of job loss often exceeds normal attrition, leaving many workers unprepared to make a successful transfer to new occupations.

The dislocated workers who are currently suffering from the results of rapid industrial declines characteristically are unionized workers with seniority in blue-collar jobs, who earned high wages in manufacturing industries. Among the dislocated, females and minorities often are the more disadvantaged and suffer greater economic hardships following the loss of their jobs. In general,

many dislocated workers, particularly the older workers, are lacking in their educational backgrounds and do not have skills that are in demand in other occupations. Typically, the dislocated worker has poor job search skills, lacks accurate labor market information, and is not geographically mobile. In addition, the dislocated often suffer social, psychological, and physical problems including depression, grief, alienation, substance abuse, marital difficulties, heart disease, increased blood pressure, and increased rates of suicide. Dislocated workers may not fare well in their reemployment experiences, and require long periods of time to find new employment, usually at reduced wages and benefits.

The recent plant closures often had far reaching effects on the entire community in which they occurred. Not only are the jobs in an affected firm lost but also other related businesses suffer losses and general revenues are decreased as part of an overall economic decline. In some cases essential services must be curtailed at a time when they are most needed. Because many of the lost manufacturing jobs paid high wages, communities find it difficult to compensate for the lost income through the growth of service-sector jobs that typically pay substantially lower wages.

Chapter 2 discusses common themes that characterize community-based programs for dislocated workers. When faced with the threat of the loss of major employers and many jobs, communities should combine plans for dislocated worker assistance programs with sound economic development strategies. Four common themes emerge as characteristic of many community-based efforts to cope with plant closures and worker dislocations. Public-private partnerships, continuous dialogue and cooperation with economic development planners, the provision of comprehensive services for dislocated workers and common problems and constraints were identified from reviews of a variety of programs.

Chapter 3 describes a four-phased plan of action and multiple services that may be delivered to dislocated workers by a wide variety of agencies and organizations. Communitites can address the integration of the common themes through a coalition of leadership and technically qualified task groups. Planning councils and committees of service providers worked together to ensure an adequate exchange of ideas, information, and resources. Program delivery often was accomplished by practitioners operating out of a centralized public facility such as a community college, YMCA-YWCA, neighborhood community center, church or library. Typically, programs developed at the community level evolved through four phases including: organizing a coordinating council, assessing the local situation, developing a program model, and implementing and evaluating the program.

Chapter 4 reviews a variety of services and service providers that can help dislocated workers. Services may be delivered through the coordination of multiple agencies and service providers. An extensive number of services may be delivered by various groups such as governmental agencies, private sector firms, unions, employees, social services organizations, educational institutions, and churches.

The information and data-gathering activities of the project were limited to searches of extant sources of information. A variety of sources were searched including databases such as the Education Resources Information Center (ERIC), Management Contents, ABI/INFORM, Sociological Abstracts, and Psychological Abstracts. Although a number of relevant citations were identified, much of the research literature on dislocated workers is not, as yet, in these databases.*

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*Readers are directed to the bibliography entitled *Plant Shutdown, People and Communities: A Selected Bibliography* by Hansen, et al. (1982) and to *A Selected Annotated Bibliography on Plant Shutdowns and Related Topics*, same authors (1983)

CHAPTER I

THE PLIGHT OF THE DISLOCATED WORKER

Introduction

Thousands of experienced American workers have been permanently dislocated from the jobs they held for years and expected to hold for many more years. Estimates of the current number of dislocated workers range from several hundred thousand to several million, depending upon the criteria used to define job dislocation. While the exact number of these workers is difficult to determine, there is little argument that their number is significant and that they often suffer severe financial, social, and psychological stress as a result of the involuntary loss of employment.

The dislocated worker's plight has been exacerbated by abnormally high levels of unemployment due to the recent recession, the wholesale loss of entire job classifications that has decreased opportunities for reemployment at comparable wages, and the concentration of massive layoffs and shutdowns in heavily industrialized areas.

In response to the growing problem of worker dislocation, the National Center for Research in Vocational Education conducted several research and development projects, a national policy forum, and several national conferences in an effort to inform and assist community leaders, educators, and various service providers to better serve dislocated workers. Three publications, of which this book is one, resulted from one of the projects. The remainder of this chapter presents a general review of the causes and effects of worker dislocation, the characteristics of dislocated workers and the impact of plant closings and worker dislocation on a community.

Causes of Worker Dislocation

Most Americans today face a complex and dynamic world of social, economic, and technological change. Changes in the economy and in jobs since the turn of the century have caused a dramatic restructuring of the American labor force. The country has experienced a shift away from the agricultural society of the 1800s when more then 70 percent of the labor force was on the farm, to a postindustrial society in the 1980s with only 3 percent of the work force on the farm and approximately 70 percent in service and information industries.

During the middle of the twentieth century, America developed the world's greatest industrial economy. Now, however, the country is rapidly shifting to a postindustrial economy. The recent transformation has caused significant changes in our society and in the structure of the labor force. According to a report by the National Commission for Employment Policy (1982):

> Of some 43 million wage earners (excluding domestic servants and self-employed) in 1940, 56 percent worked in industries that produced goods through farming, construction, mining, and manufacturing. In 1980, these workers accounted for only 31 percent

of the total work force. Conversely, from 1940 to 1980, the proportion of the nation's workers employed in industries that provide services, such as health care, wholesale and retail trade, education, repair and maintenance, government, transportation, banking, and insurance, increased from 44 to 69 percent. (p. 9)

Overall, there has been substantial growth in the size of the labor force and significant shifts within and between various employment sectors.

Recent changes in consumer preference, technology, and international competition, particularly during the past ten years, have resulted in significant employment declines in some major American manufacturing industries (see table 1). Although the aggregate number of jobs in manufacturing remained relatively constant between 1973 and 1980, job losses in certain key sectors were substantial. Across the ten sectors that suffered declines, there were 790,000 fewer jobs in 1980 than in 1973.

TABLE 1

PERCENTAGE CHANGE IN TOTAL EMPLOYMENT AND NUMBER OF PRODUCTION WORKERS IN SELECTED U.S. INDUSTRIES, 1973-1980

Industry	Total Employment	Production Workers
Durable goods	- 2.0	- 3.8
Nondurable goods	- 2.4	- 5.9
Primary metals	- 9.7	-13.5
Elec. dist. equip.	-11.2	-16.0
Household appl.	-17.9	-18.1
Radio/TV receivers	-27.2	-30.9
Motor vehicles	-20.3	-25.3
Textile mill products	-15.4	-16.2
Apparel and other	-12.8	-10.5
Tires and tubes	-12.6	-16.4
Footwear	-22.0	-23.2

SOURCE: Adapted from *Employment and Earnings Statistics for the United States, 1909 - 1980* (Bureau of Labor Statistics 1980).

Regional shifts have added to the loss of significant numbers of jobs due to plant closings and relocation. While declines occurred widely in midwestern states, there was substantial growth in some of the same industries in other regions of the country, particularly in southern and western states. However regional shifts do not account for all of the jobs that have been lost. Declines in productivity have resulted in major industrial markets being lost to foreign competition and in the migration of plants to foreign labor markets. Labor-intensive and low-skill industries have and will continue to move to developing nations that have low-wage labor pools.

Although declines in specific industries have occurred simultaneously with an overall increase in labor force size, the declines have not been offset by the increases. Among the major reasons for this are that (1) the new job functions in expanding industries have required a different mix of occupational skills, (2) the new jobs have been in different regions of the country, and (3) wages and benefits offered have been at different levels from those in declining jobs. These mismatches have left significant numbers of dislocated workers little opportunity for reemployment in similar jobs or in jobs offering comparable wages.

The exact number of dislocated workers is difficult to determine, because a number of factors enter into the estimations. Sheingold, Gordon, and Levine (1982) comment on the difficulties involved in counting dislocated workers:

> Because many unpredictable variables—most significantly, the performance of the economy itself—enter into any estimates of the size of the dislocation problem, only very short-term projections can be considered reliable. (pp. 20-21)

Among the various eligibility criteria that may be used to classify workers as dislocated, the following are prominent in the literature:

- Dislocation from a declining industry
- Dislocation from a declining occupation
- Residence in an economically declining geographic area
- Length of tenure in the job lost and age of the worker at the time of severance
- Duration of unemployment

The scope of the dislocated worker problem, as estimated by Sheingold, Gordon, and Levine (1982), is reported as follows:

> The number of workers likely to be dislocated in the near future is a function of the exact characteristics used to define dislocation—age, length of job tenure, occupation, industry, and duration of employment. Applying several different definitions and a range of assumptions regarding future economic conditions, the number of dislocated workers in 1983, when recovery is expected to be underway, could range from 100,000 to 2.1 million—that is, from about 1 percent of all unemployed workers to 20 percent. At the lower extreme, if only workers who are displaced from declining industries and who remain jobless for longer than 26 weeks are considered dislocated, the number ranges from 100,000 to 150,000—most of whom would be blue-collar workers in the Northeast and Midwest. On the other hand, if all unemployed workers in declining geographic

areas are also considered dislocated, the number could range from 1.7 million to 2.1 million; about 50 percent would be blue-collar workers, but nearly 25 percent would be managerial, sales, and clerical workers. (p. ix)

Future Dislocation

Not only have workers already been dislocated by the structural changes that have occurred, there is concern that additional jobs will be lost or eliminated. The new automation technology currently being implemented in American business and industry goes far beyond earlier forms in terms of its labor-dislocating characteristics.

A recent study of the impact of automation on employment was conducted by the General Accounting Office (1982). Drawing on numerous sources of data, the report discusses various major innovations predicted to affect the growth or decline of jobs in a broad spectrum of industries. The increased use of industrial robots, office automation, microelectronic devices, and computerized and videodisc technologies is expected to eliminate some jobs in the short run and create others in the long run. Short-run dislocation may eliminate many existing jobs and reduce the number of jobs available to people entering the work force in their chosen field. Others believe that automation will eventually lead to an overall increase in employment, but this will mean changes in the types of jobs to be done and what people must do to perform them.

The report concludes that, due to the "lack of specific and comprehensive data" and the multitude of factors that influence employment levels, it is "impossible to arrive at a valid conclusion" (ibid., p. 21). However, it does point out that automation has caused some short-run job dislocation in both low-paying, hazardous jobs and higher-paying occupations, and that the trend is likely to continue in the future.

According to Coates (1982), the historical trend of "automation and innovation, in general, has over the long range created more jobs than it destroyed, although not always in the same industries and often only after some period of dislocation and transition" (p. 4). It is the dislocation effect that has resulted in the permanent loss of jobs that has left thousands of workers unemployed and ill-prepared to make the transition to new employment.

Characteristics of Dislocated Workers

In describing the major features in a profile of dislocated workers, Barth and Reisner (1981) state:

> More often than not the person is a male. He is older, less well educated, a union member, has several years seniority, and earns above-average wages. (p. 2).

As previously discussed, workers become dislocated due to changes in technology, competition, and consumer demands. The large-scale dislocation of workers is most often associated with a plant closing or mass layoffs. Those workers who become dislocated are victims of structural unemployment. Killingsworth (1979) describes this as

> joblessness—usually long term—which results from basic changes in the economic structure: new technology, the decline of some industries and the growth of new ones, geographic relocation of industries, permanent changes in consumer tastes, changes in labor force characteristics, and so on. (p. 29)

Generally, a dislocated worker is someone who has lost work because the job no longer exists. Those who are dislocated become so despite their long-term employment records and desire to continue working. Additionally, dislocated workers are more likely to suffer a longer-than-average period of unemployment. This is due in large part to the fact that many such workers have lost their jobs because of plant closures or extended layoffs from declining occupations or industries, and they reside in regions of the country that are suffering demographic and economic decline (Sheingold, Gordon, and Levine 1982).

Dislocated workers typically experience serious problems in becoming reemployed. Not only do they experience long periods of unemployment, but they also tend to become reemployed at wages lower than their previous job. Sheingold, Gordon, and Levine (1982) reported on the findings of a survey that compared workers laid off from plants certified for trade adjustment assistance (TAA) with workers receiving Unemployment Insurance (UI):

> On the average, workers from TAA plants (three-quarters of which had shut down) were seven years older and had twelve or more years more job tenure than those receiving UI. Furthermore, 15 percent of TAA workers were considered skilled, as compared to 30 percent of UI workers. (p. 17)

The survey also indicated that the TAA workers were unemployed for an average of nine months, and their wages at reemployment were 33 percent lower than their previous wages.

During periods of dislocation and increased unemployment, a certain category of workers do cope better than others with the loss of a job. Generally, individuals who are younger, better educated, and have transferable skills fare better than older, less-educated individuals. Several factors favor the younger workers. They are better able to carry out a job search, are more geographically mobile, may often be hired for less wages, and may be more knowledgeable about job opportunities. Because younger workers have less seniority and are laid off first, they may have the first opportunity to apply for other jobs in the community.

Because of their seniority, many older workers are among the last to leave when a company closes or lays off workers in several phases. Being older, members of the last-to-leave group generally have lower levels of educational attainment, are less geographically mobile, have poor job search skills due to their long term of continuous employment, and tend to have occupational skills that are less directly transferable to other occupations.

Among all dislocated workers, those who are most severely affected are often members of minority groups, are unskilled, female, and the least capable of resolving their difficulties without formal assistance (Gordus, Jarley, and Ferman 1981). Too frequently, such disadvantaged workers find early withdrawal from the labor force to be their only solution to the problem of dislocation. In particular, females, minority members, and older workers drop out of the labor force after they have been dislocated more often than do younger, nonminority, male workers. In a study (Holen, Jehn, and Trost 1981) of forty-five plant closings, 21 percent of the females under age forty and 29 percent of those over forty had no earnings during the year following shutdown. For males and females over forty, there was a substantial increase in part-time employment during the year following a shutdown.

An additional characteristic of older dislocated workers that hampers their ability to become reemployed is their increased reluctance to enter a new occupation. Rundle and DeBlassie (1981) contended that this reluctance may be explained "in terms of seniority rights, and personal investments in experience and training" (pp. 186-187). They also reported that "the geographic

mobility also declines with age because of socioeconomic and personal variables in the lives of workers" (ibid., p. 187).

In discussing the effects of plant shutdowns and relocations, Felston (1981) summarized some of the adverse effects on workers. The rate of suicide among dislocated workers is thirty times the national average. Increased instances of anomie, dissatisfaction with life, and reduced social integration are characteristic. Increases in political alienation and the deterioration of patterns of close relationships and life routines inside and outside the plant are also reported. Higher-than-average occurrences of heart disease and hypertension, as well as increased levels of uric acid and cholesterol, are found among dislocated workers.

Other deleterious effects of dislocation on workers were also reported by Mick (1975), who noted the following effects:

> Protracted unemployment after displacement, loss of earnings in subsequent employment, failure to regain steady post-termination employment, and chronically low geographic mobility are some common economic hardships. The effects on displaced workers remain approximately the same whether shutdowns occur in small communities or large industrial cities, in areas of low or high employment, in highly automated plants or in labor intensive plants. (p. 204)

In summary, the evidence strongly suggests that individuals who experience the loss of their jobs may also experience disbelief in the loss, grief, a decline in self-esteem, and reduced confidence in their abilities (Barth and Reisner, 1981; Driessneck 1980; Holen, Jehn, and Trost, 1981; Rundle and DeBlassie 1981). Taken together, these characteristics strongly suggest that workers who become dislocated will need a variety of types of assistance in dealing with the economic, social, and psychological problems they encounter.

Community Impact

When a plant closes or a massive layoff occurs, most communities are unprepared for the widespread social and economic impact that frequently results ("Community Response to Plant Closures" 1982). Generally, this is because communities are inexperienced in dealing with such situations and are unable to marshall quickly the resources that are needed to fill the economic gap created by the worker dislocations.

The effects of this type of economic disruption extend far beyond the laid-off workers and their immediate families. Although the personal, immediate impact of a closure or layoff is almost always devastating and results in innumerable physical and behavioral manifestations (Driessneck 1980; Ferman 1980; Holen, Jehn and Trost 1981; and Rundle and DeBlassie 1981), the general community also suffers inestimable losses. Merchants and service and professional workers may find their livelihoods affected. Fewer clients, customers, and sales for local businesses may force the layoff of additional employees. With widespread closures or layoffs, the community may face a drastically reduced local tax base and a concurrent decline in community services, school budgets, police and fire protection, and many other public services (*Assistance to Communities* 1979; Fedrau, Glasmeier, and Svensson 1983; Langerman, Byerly, and Root 1982; Squires 1981).

When a plant closes or sizeable layoffs occur within a community, a variety of activities are needed to respond both to workers' socioeconomic needs and the community's economic dilemma. Community leaders in business, government, education, and social services must mobi-

lize local resources and organize services to provide affected workers with immediate reemployment, counseling, and retraining assistance ("Community Response to Plant Closures" 1982). Additionally, the community must address the long-term challenge of (1) attracting new industrial activity capable of filling the gap left by the economic disruption; (2) diversifying the local economic base; and (3) maintaining a healthy climate for employers that still remain ("Community Response to Plant Closures" 1982; Fedrau, Glasmeier, and Svensson 1983; Langerman, Byerly, and Root 1982; Hansen and Bentley 1981).

Most communities that have experienced the sudden economic disruption of a major plant closure or layoff have had to respond after the actual occurrence and to address the problem at that stage (Langerman, Byerly, and Root 1982). This is because many employers, for a variety of reasons, give little or no advance warning of impending closures or layoffs.*

At present, most local communities are unable to control whether corporate management provides advance notice of potential economic disruption. However, the same is not true for a local community's state of preparedness. It is possible for a community to plan and prepare a response for potential plant closings. Although communities cannot prepare a full-fledged community response in the absence of actual closings or mass layoffs, it is possible for a locale to have an organizational or at least a planning structure in place that could immediately begin delivering services when a closure or major layoff occurs (*Assistance to Communities* 1979; Fedrau, Glasmeier, and Svenson 1983; Langerman, Byerly, and Root 1982). Indeed, the local community councils and task forces needed for program planning and service delivery can be established long before a closure occurs and used to help a community explore potential options (Langerman, Byerly, and Root 1982).

The following material discusses the issues, components, and procedures to be considered when a community-wide response to a major worker disclocation problem is planned. The planning process offered here is not intended as an ideal or model planning process that all communities must (or even should) follow. Rather, the following materials are a distillation of a wide variety of data, literature, conference presentations, personal interviews, and information related to planning and implementing community-wide programs for dislocated workers. No attempt has been made to prescribe how planning should occur or how a program must look; rather, it discusses and synthesizes planning and program elements and related concepts and issues that appear to be common across a broad number of programs that have been developed already. It may be used as a reference and as a source of ideas and insights relating to readers' particular situations or settings.

The materials are treated in three chapters. The first discusses the commonalities found within community-based dislocated worker programs around the country. The second chapter takes a detailed look at the program planning process for community responses to plant closure or sizeable layoff situations, and focuses on the operational aspects of program planning. The third chapter contains a rather detailed listing of specific services that individual community groups can contribute to both program planning and implementation efforts.

*The literature related to closings and layoffs contains a variety of examples where employers have either given advance warning or have worked cooperatively with a community to ease workers' adjustment to layoff (Ferman 1980; Fedrau, Glasmeier, and Svenson 1983; Langerman, Byerly, and Root, 1982; McKersie and McKersie 1982).

CHAPTER II

PLANNING FOR DISLOCATED WORKERS

Common Program Themes

The literature related to dislocated worker programs and contacts with program practitioners suggests that most community-based programs have several themes or elements in common. One is that most programs are planned and implemented via a public and private sector partnership. A second is that communities developing dislocated worker programs often incorporate a strong economic development emphasis into their program plans. A third theme is that most communities, within the parameters of their available resources, attempt to provide as comprehensive an array of services as possible for workers affected by a plant closure or layoff. And yet a fourth commonality is the set of difficulties and constraints that plague the creation of a coordinated and comprehensive community planning effort.

Public-Private Sector Partnership

Many communities have effectively utilized a partnership with the private sector for planning and implementing dislocated worker programs. Often the prevailing idea is that public sector authorities should take an independent lead in initiating, planning, and delivering dislocated worker programs. In terms of the resources, finances, and services required for these programs, however, local public authorities may not be able to exercise independent leadership. Additionally, since worker dislocation problems affect the economic health of an entire community, the private sector is often quite willing to provide assistance and to make contributions to community planning efforts. On-site research conducted by national associations and state employment offices indicates that the combined efforts of local government, local industry, business associations, the chamber of commerce, vocational and technical education agencies, and labor unions are particularly effective in handling worker dislocation problems, especially those stemming from plant closures (Stark 1982).

The configuration of public and private sector groups that join forces to address worker dislocation problems will vary from one community to another. Regardless of the specific entities involved, however, the participation of private sector employers and organizations is of crucial importance to community efforts. Some local areas utilize private sector participation predominantly in an advisory capacity to address economic development needs associated with worker dislocation problems. In such cases, the private sector offers advice on the effects of public sector policies on private employers or makes recommendations about tax incentives or infrastructural improvements needed either to attract new businesses or to help existing ones expand and grow. Also, private sector representatives can provide helpful information about short- to medium-term employment needs and trends.

In some communities, the private sector's participation takes the form of direct planning and programmatic assistance. This includes, for example, direct funding or in-kind contributions for program services or technical assistance in developing retraining or skills upgrading programs. Also, the private sector may help with job placement campaigns, community-wide job fairs, and circulation of resumes of the laid-off workers among local business persons.

The roles of private sector groups and the potential contributions they can make to a community-based effort are discussed more thoroughly in the later sections of this report. Private-public sector partnerships for program planning and implementation are explored in the following section while suggestions of specific service contributions that private sector groups can offer are included in the final section.

Dialogue and Cooperation with Economic Development Planners

Much of the literature indicates that some form of dialogue or cooperation is beneficial between those who plan programs for dislocated workers and those responsible for local economic development efforts. In some localities, this interaction is limited to sharing information about industries and employers that may be contacted for potential reemployment efforts. Similarly, assistance is provided in identifying local occupations that show growth potential or have a shortage of qualified workers. Such information is especially useful for the design of job placement campaigns and skill retraining programs.

In some communities, the involvement with the economic development community is much deeper and extends far beyond the provision of direct programmatic and reemployment services to the workers themselves. In these instances, a special economic development effort focusing on the attraction of new firms and the retention or expansion of existing ones is mounted as part of a broad community response to a plant closing. These localities have a dual objective for such community-based responses; one is the provision of direct services to ease the plight of the workers themselves, and the second is the use of special economic development strategies to ease the economic plight of the entire community.

In communities where there is a closer involvement with the economic development sector, the thrust of that sector's efforts focuses on basic strategies for job replacement. Often, this means doing little more than giving support to and utilizing strategies that are already part of a community's economic development activities. In other areas, however, the sudden shock of a closure or a significant layoff initiates the development of short- and long-range local economic planning and the creation of industrial marketing and business retention programs. Brief examples of these individual strategies are as follows ("Community Response to Plant Closures" 1982):

- Industrial and business marketing to attract new employers
  - Site preparation; infrastructure improvements; rezoning
  - Financial and tax incentives
  - Marketing campaigns
  - Promotional tours

- Industrial and business retention and expansion
  - Development of information systems to help identify firms or employers that may be expanding
  - Establishment of a central office or contact person to assist local businesses with problems; reduction of amount of bureaucratic red tape for business
  - Formation of citywide industrial boards to assist with business difficulties on a community-wide basis
- Technical assistance to promote small business development
  - Identify and train entrepreneurs
  - Establish special business and technology centers to help small businesses overcome management, marketing, production, and financial management problems
  - Financial assistance incentives
  - Product marketing assistance for the development of new product lines or marketing ventures

No matter what form the involvement with the economic development sector takes, both the literature and program practitioners indicate that the linkage with this group is extremely important and beneficial. Generally, a locality's economic development efforts form the broad context out of which emerges the general program planning for dislocated workers. There is a general acknowledgement that, in areas where an ongoing economic development program stresses diversification of the local economy and promotes close communication with local employers, reemployment strategies for offsetting the effects of plant closures or layoffs can be implemented more rapidly and effectively. Where this is not the case, communities face the dual difficulties of (1) planning for direct services to the dislocated worker group and (2) generating an economic development program to help strengthen the economic base weakened by the closure or layoff.

Comprehensive Services for Dislocated Workers

The types of services that are offered to dislocated workers vary considerably from one community to another. However, the literature and program practitioners both indicate that programs usually attempt to provide as complete and comprehensive a set of services as possible to the affected workers. Not every community suffers the same kind of economic turmoil when a plant closes or lays off workers, and not every locality has the same resources to extend to those workers. Thus, programs differ considerably in their definitions of comprehensive services.

The literature indicates that dislocated workers have both social and employment-related needs requiring attention during the period of layoff. Additionally, at least some of the workers may need assitance for as long as a year after a plant closure or layoff (Baldwin and Donohue 1983; Ferman 1980). As a result, when communities prepare a range of comprehensive services for dislocated workers, these service and time dimensions should be incorporated into programmatic planning activities. Individual workers will also have differing service needs, and most individual workers will have differing needs over time (Baldwin and Donohue 1983; Hogue 1983). Therefore,

the sequencing of services over time is a dimension that planners of comprehensive program services need to consider.

Much of the literature and many program practitioners indicate that the services needed for dislocated worker programs are already present within most communities (*Assistance to Communities* 1979; Barth and Reisner 1981; Fedrau, Glasmeier, and Svensson 1983; Langerman, Byerly, and Root 1982). The establishment of a special informational and service center centralizes most activity related to dislocated workers in one location. Beyond this effort, many of the basic programmatic services can grow out of a community's current network of service deliverers. But there must be an effective strategy for combining, administering, and managing the services and service providers already found in the locality. As summarized by Barth and Reisner (198[illegible]

> Except perhaps for a broader use of job finding clubs and the concept of a single intermediary between the dislocated worker and all relevant community resources, no really new service ideas are particularly necessary. . . . If this is the case, then the success of programs to foster positive adjustment by the dislocated will depend critically on how they are combined and on the administrative and managerial features of the unit that helps workers tap into them. By these we mean who operates the units and, in particular, the roles of management, labor, and the public sector; the decision-making and resource development procedures of the unit; and other factors such as where the programs operate, for how long they operate and the scale of operation. . . . (p. 5-7)

There is no one correct way to define or to plan a set of comprehensive services for dislocated workers, and each community must ultimately develop its own response to the problems. However, evidence from past programs suggests the need for some combination of employment-related and social service assistance that extends over a period of six to twelve months. Many laid-off workers do find new jobs quickly, with only minimal assistance (e.g., job search training or an orientation to the local labor market). Others, though, may require extensive assistance, especially if their period of joblessness extends beyond the duration of their Unemployment Insurance compensation or other supplemental income. For this reason some of the literature and some practitioners recommend that the delivery of program services be targeted according to the sequence of unemployment compensation.

Planning Difficulties and Programmatic Constraints

There is a body of literature that calls attention to the difficulties that are inherent in planning and implementing community responses to dislocated worker programs (e.g., Buss and Redburn 1982; Ferman, 1980; Hansen and Bentley 1981; Redburn and Buss 1982; Taber, Walsh, and Cooke 1979). Just as there are common elements among the more positive aspects of program planning and implementation, there are common problems that can limit the effectiveness of a community's program planning efforts. Among the more common difficulties and constraints mentioned in the literature are the following:

- **Inadequate knowledge and awareness of dislocated worker needs among community service groups.** The dislocated worker has a different set of problems and needs than the typical long-term unemployed individuals who are clients for many public agencies. Both during the layoff stage and the subsequent reemployment stage, special counseling and adjustment services may be needed. Some individuals may have to accept jobs in new industries or occupations, jobs that pay substantially lower wages, that are in different communities altogether, or that are in nonunionized plants. For individuals who must make these and similar transitions, special assistance may be required.

- **Lack of commitment to assisting workers among various community groups.** Many community groups not affected directly by a plant closure or mass layoff may not see the event as having a community-wide impact. As a result, the community, generally, may not have a sense of responsibility for helping the workers and a disjointed planning/program effort is the result. Crucial services may be withheld.

- **Inadequate information about and for dislocated workers.** In order to launch an effective response to a plant closure or mass layoff, adequate information is essential. Program planners need demographic, work experience, and biographical information about the individual workers. This information will help program planners with crucial decisions about the type and level of services to be offered. Frequently, however, neither management nor union officials are in a position to assist, or will take the initiative to help planners with the collection of such material.

  A second type of information is also needed, for example, information for workers themselves about program services, locations and activities, and organizations that offer specific types of assistance. Many laid-off workers are unaccustomed to dealing with social service and other bureaucratic agencies. Rather than take advantage of community services, many utilize family, friends, and other informal networks. If a community program is to attract the people for whom it was designed, a special outreach and information dissemination effort is needed.

- **Emphasis on long-term economic and industrial development measurements to the exclusion of short-term social service assistance for workers themselves.** At times, the community, especially the private sector and economic development groups, readily identifies the economic impact of a plant's closure or relocation and rapidly takes steps to attract a new employer or redesign the facility for a different use. At the same time, there may be a reluctance to accept the laid-off themselves as a community-wide responsibility; consequently, program planning efforts occur, at best, in a haphazard or fragmented manner.

- **Lack of consensus or a common perspective among groups involved in program planning and implementation efforts.** The various audiences that have a stake in the worker dislocation situation (e.g., the individual worker, plant management, the union, the community, and various units of government) each have a specific set of concerns that makes achieving a single, unified solution difficult (Ferman 1980). For example, the worker is concerned with maintaining economic solvency, the union, its organizational viability, plant management wishes to keep costs low, the community wants to retain its population and economic base, and governmental agencies need to prevent, delay, or minimize the closing or layoff (ibid.). The central planning body will have to be aware of, understand, and work with these varied perspectives in developing and implementing dislocated worker programs.

- **Fragmented local social service delivery system.** A lack of local policy for confronting unemployment characterizes many local communities. Additionally, due to different funding sources, client populations, planning and funding cycles, and service delivery areas, there is often a lack of communication and coordination networks among local or state-level service deliverers. As a result, building the coordinated and centralized delivery system that dislocated worker situations often require may be extremely difficult to accomplish.

- **A poor economy and strained community resources.** A community that is already suffering from high unemployment levels, a declining economic base, and limited resources will have a difficult time absorbing a plant closure or mass layoff. The effectiveness of any planning or programmatic effort may be significantly limited by a generally bad economy. Ironically, however, careful planning for an effective distribution of services and resources is perhaps more important in a poor economic climate than in one offering a strong, growing employment base.

This section has discussed planning commonalities that characterize many community-based responses to dislocated worker problems. The topics addressed were (1) public-private sector partnerships, (2) cooperation with economic development planners, (3) provision of comprehensive services to workers affected by plant closures or layoffs, and (4) planning difficulties and programmatic constraints. Not every program developed for dislocated workers reflects or should even consider reflecting all of these characteristics, especially those that are sponsored by a single agency or that emphasize one or two basic program strategies over all others. However, for communities where worker dislocation problems affect the entire locality and require a broad-based, comprehensive response, these common elements can often be found.

The remaining sections of this chapter focus on these commonalities within the context of the planning process that is used to arrive at and implement a broad-based community response. The planning process itself is examined, as are specific issues concerns, tasks, and decisions associated with creating community-based, dislocated worker programs.

The discussion highlights the variety of decisions that typically must be made; the types of interagency cooperation and communication that frequently are needed; the potential difficulties that may be encountered during the planning process; specific tasks that may need to be completed; and potential organizational patterns that may be useful for accomplishing the required work.

CHAPTER III

PLANNING DISLOCATED WORKER PROGRAMS

This chapter highlights and discusses a planning process for developing community-based dislocated worker programs. The literature and contacts with program practitioners suggest a planning process that communities utilize for designing their programs. The following discussion is cast within the context of this suggested process.

The planning process that is being described has four phases and is carried out by the combined efforts of a general coordinating council and specialized subcommittee task groups. The discussion explores each of the four phases in considerable detail and examines the specific roles of both the council and subcommittees for a particular phase.

The first phase deals with the structure and organization of a planning or coordinating council whose purpose is to design and implement the actual program. It explores developing the structure of the council and selecting appropriate organizations and individuals to serve as members. It also reviews ways to establish the council's scope of authority and to determine the program's service area.

The second phase of the planning process involves analyzing the local community's dislocated worker problems. The discussion explores the importance of developing an awareness of the particular economic difficulties that contribute to the worker dislocation situation, identifying the particular needs and problems of the workers themselves, conducting an inventory of local service providers, and determining resources available within the community for program implementation and delivery.

The third phase focuses on the actual design of a model program for the community, and looks at a variety of options that may be used for the overall program design. Additionally, the agenda of issues, concerns, practices, and procedures that will need attention throughout this stage of the planning process is addressed. The discussion also reviews the range of services potentially available for program implementation, the sequence in which they may be offered, and the methods that may be used to deliver them.

The fourth phase of the planning process is the implementation of the actual program. Much of the activity associated with this phase centers around specific, operational tasks, such as locating the clients, publicizing the program, locating staff, delivering the services, tracking clients through the program, monitoring program performance, and disseminating program information to all council members and service providers.

Figure 1 illustrates both the planning process and the organization of material contained in this section. The four phases of the planning process are shown along with relationships between the general council and the subcommittees that actually conduct the work of program planning and implementation. Additionally, the role of each subcommittee in the planning process is demonstrated.

Phase	Coordinating Council Functions	Subcommittee Involvement
I. Establish a Planning Body	• Select participants • Determine structure and authority • Determine service area	
II. Analyze the Local Situation	• Identify local problems • Determine local client and community needs • Inventory service providers and available resources	• Affected firm or firms • Affected employees • Finance and resources • Economic and industrial development
III. Develop a Program Model	• Develop design for program • Plan service delivery • Plan development activities	• Social services • Job development • Education and training
IV. Implement and Evaluate the Program	• Designate service providers • Select methods • Initiate program delivery • Select and implement evaluation strategy	• Program delivery

Figure 1. The planning process.

Planning Process Phase I: Establish a Planning Body

This phase of the planning process focuses on the formation of a community's general coordinating council, the determination of a service delivery area for which the council will design a program, and on the creation of subcommittees to provide technical assistance to the coordinating body. The selection and determination of both agencies and organizations for council membership are reviewed. Also, the major organizational issues associated with the council's formation are outlined.

Form the planning/coordinating council. Due to the complexity of the dislocated worker problem, the number of service deliverers that may be involved, and the variety of strategies that should be explored, a community-wide planning and coordinating effort is almost always necessary. A

special council may be convened to conduct the planning function. The role of the planning council may be filled by the local Private Industry Council (PIC) required for programs funded by the Job Training Partnership Act (JTPA). However, a community may find it more expedient to establish a special planning council for its worker dislocation program.

The council itself has two levels of membership. One is composed of local elected officials, agency heads, and private sector managers. This group is responsible for such activities as mobilizing necessary resources, establishing overall goals and objectives, locating and appropriating funds, developing a basic program model, making decisions about services and service providers, and establishing procedures and guidelines for implementing the program.

Complementing and supporting the group are a number of planning subcommittees or functional task groups. These groups generally handle detailed, technical tasks, such as gathering data, compiling information about alternative programmatic approaches or service delivery strategies, synthesizing and formatting information for decision-making purposes, and assuming responsibility for various operational tasks associated with program planning and implementation. Generally, members of these groups are program planners or analysts, budget specialists, information or public relations specialists, program evaluators, research specialists, or program developers. Organized around a functional area, such as education and retraining, job development and placement, or finance and resources, these groups work closely with the broader coordinating council by providing it with needed information and recommendations for programmatic decision making.

The planning council offers a forum for making decisions and eliminates duplication among service providers, generates high-level commitment and support from community leaders, and develops creative financial support for various program strategies. For these reasons, agency representatives on the planning council should be persons with both political and decision-making authority. The chairperson of the council may be the mayor, the president of the local chamber of commerce, or a similar individual who can mobilize community resources and give the program needed exposure, priority, and legitimacy (*Assistance to Communities* 1979). Other members should have the authority to make on-the-spot decisions rather than have to seek approval from other authorities.

The agencies that should be represented initially will vary from one community and situation to another. For example, a community that begins planning a worker dislocation program after a plant closure or mass layoff has occurred may want to ensure that representatives of the respective plant, unions, and workers are included on the planning council. Similarly, state and federal legislators may be represented, along with appropriate authorities from relevant federal agencies. Staff from agencies in surrounding cities, counties, or states affected by the closure or layoff may be included. At the local level, the needs of the workers who have been or are about to be laid off may determine which social service deliverers become council members.

In contrast, in a locale where no major dislocation problem has yet occurred, planning council membership may be more localized, more general in terms of social service members, and much broader in terms of private sector representation. In such an instance, council activities may focus on preventive strategies and make an in-depth review of potential job dislocation problems and solutions.

At the outset of any planning council activities, members will need to decide what subcommittees and specific task groups will be needed. These decisions also will influence the membership of the overall coordinating council.

Figure 2 lists typical agencies and groups from which council membership may be drawn. These entities represent the variety of resources and talents within a community that can provide assistance.

At the same time that decisions are made about which agencies are to be represented on the planning council, initial determinations should be made about which individual(s) from each agency should be the representatives. For the overall planning/coordinating council, the main representative from each agency should be a person who makes decisions regarding the agency's mission, policies, priorities, budget, programs, and allocation of resources. This should be a person who can make agency commitments in terms of staff, technical assistance, budget, and resources (e.g., an executive director or associate director). In addition, a planning director or an agency's program analyst may participate on the council. This person should be able to provide insights about the soundness of a program's design, the feasibility of meshing effectively the services of different agencies, the specific technical details of implementing a given program, and the general parameters of the job dislocation problem in the community.

As a community organizes to respond to dislocated worker problems, the specific agencies and staff to include on the council will quickly become apparent. For example, a community that wants to emphasize economic development efforts will include more representatives from the community's economic development sector on the council. Such members may include the following:

- Director of research—state departments of planning and economic development
- Principal economic planner—city and regional planning commissions
- Marketing director—chamber of commerce and industrial development commission
- Labor market analyst—local labor market programs
- Director—civic improvement association
- Marketing specialists—local public utilities
- Presidents—local association of industrial park developers or industrial realtors
- Economic development specialist—state department of education
- Director of research and analysis—state employment security agency

Similarly, where a community wants a program that emphasizes retraining, council membership may include the following persons:

- Director—state occupational information coordinator
- Labor market analyst or director—state employment security agency
- Labor market planner or county planner—local planning commission
- Director or staff planner—state agency responsible for community colleges

Federal Agencies

Regional Employment and Training
Administration (U.S. Dept. of Labor)
Regional Economic Development
Administration (U.S. Dept. of Commerce)
Small Business Administration (local representative office)

State-level Agencies

Department of Planning and Research
Department of Economic and Community Development
Department of Industrial Development
Department of Commerce
Department of Mental Health
Employment Security Agency
State-level JTPA planners
State Departments Responsible for Vocational Education, community colleges
Occupational Information Coordinating Committee
Bureau of Apprenticeship and Training

Community Groups and Social Service Deliverers

United Way
Community or Neighborhood Mental Health Center
YMCA—YWCA
Local television and radio stations
News media
Church groups—e.g., Catholic Charities, Jewish Family Services
Local Food Pantries
Medical or Hospital Associations
Drug or Alcohol Abuse Counselors
Legal Aid Society
Local Ethnic or Neighborhood Clubs
Local Tenants Association
Local Psychological Referral Service
Local Child Care Service Agencies
Local Crisis Counseling Centers
Local Hospital Association
Local Libraries
Local Information and Referral Services
Local Minority Group Associations
Local Women's Groups

Miscellaneous

State Legislators
U.S. Senate and U.S. House Members

Local Government-related Agencies

Mayor's Office or County Commissioner's Office
Local Employment Security Office
Local Interagency Coordinating Councils
City or County Planning Commission
City or County Industrial Development Commission
City or County Economic Development Commission
Private Industry Council
Employment and Education Commission(s)
Appropriate Neighborhood Councils or Associations
County Welfare Agency
City or County Social Services Department
City or County Housing Department
County Public Health Service
Local Department of Parks and Recreation
Local Department of Public Transportation

Employer, Labor and Private Sector Groups

Local Plant that Is Closing or Laying-Off
Local Union at Affected Plant
Appropriate National Unions
Employee Group or Association at Nonunion Plants
Local Chamber of Commerce
Local Civic Improvement Group
Local Trade Association(s)
Fraternal Groups—Kiwanis, Rotary, etc.
Local Professional Associations
Industrial Realtors
Industrial Park Developers
Banks or Lending Institutions

Educational Groups

Local Public Secondary Vocational-Technical Schools
Area Public Vocational-Technical Schools
Community Colleges or Local Branch of Four-Year Institutions
Proprietary Schools
Four-Year Colleges and Universities

Multijurisdictional Agencies

Regional Planning Councils
Council of Governments
Multistate Growth and Policy Boards

Figure 2. Potential agencies and groups for coordinating council membership.

- Director—state department responsible for vocational and technical education
- Dean, director of planning, or institutional research director—community colleges
- Director—local area vocational-technical schools
- Dean of continuing education or community services—local two- or four-year colleges
- Appropriate curriculum planners—community college and area vocational schools
- Appropriate trainers or instructors—community colleges and area vocational schools
- Director of guidance and counseling—community colleges and area vocational schools
- Director—state bureau of apprenticeship and training

The exact selection of individual staff persons to serve on the planning/coordinating council will depend upon the nature of the program strategy and the technical problems that may need to be solved. Generally, once actual program designs and services are planned, technical staff persons from concerned agencies will supplement those from the planning and executive level. These individuals will most likely participate via the formation of specialized subcommittees or task groups.

Determine the service area. One of the initial decisions that will require the council's attention is determinating the geographic service area for the intended program. This issue may influence planning council membership and bring appropriate individuals into the planning process during the all-important early stages. This issue is important because a plant closure may not (in fact, may rarely) have an impact upon only one isolated community. Often, surrounding suburbs suffer equally with the inner city, or several counties, a region, or even several states may be affected. Where this happens, the ability of one community to provide needed services may be severely strained. Consequently, the input of governments and service deliverers from other communities may eliminate or at least diminish the chances of duplication of efforts. Definition of the service area is also important because some service deliverers and public agencies are limited by legislation or constituent support to a specific neighborhood, a city boundary, a county, or some other geographic area. The local area vocational school, for example, may serve persons from five or six counties, while a city department of housing or a department of social services may serve residents of a single city or county. Such constraints should be considered in developing a single, comprehensive program for dislocated workers.

Attention to the service area is also important for communities planning preventive measures and economic development strategies to address worker dislocation. The problems confronting a troubled firm, especially those that involve suppliers, infrastructural deficiencies, and transportation or environmental constraints, may affect many workers and employers across jurisdictional boundaries. Similarly, the drive to diversify a local economic base may affect the economy of a nearby community. Economic development is frequently quite competitive, and cooperation among communities can strengthen their overall approaches. Consequently, planning councils that want to employ economic development strategies may need to give special attention to defining their program's service area.

In areas where a plant has already closed or a layoff has occurred, the geographic service area may already be defined. The local planning council will know more readily where the services are

needed and where economic development efforts are to be directed, and the question of involving other jurisdictions—whether cities, counties, regions, or states—will be partially answered.

Select subcommittees or task groups. Decisions about when to form and utilize subcommittees will vary from one situation to another. If a decision is made to use subcommittees, other decisions will have to be made about what kinds of subcommittees are needed, who should serve on them, and the specific tasks they are to perform. Generally, the type of program and services that a council plans to offer will provide the structure as well as the substance of task group organization and use.

Langerman, Byerly, and Root (1982) listed the following subcommittees for the dislocated worker program in Des Moines, Iowa: the affected firms subcommittee; the transition center subcommittee; service providers subcommittee; education subcommittee; and the job development and placement subcommittee. Another example from the state of California (Fedrau, Glasmeier, and Svensson 1983) used the following subcommittees: retraining, job development and placement, supportive services, personal and family counseling, fund raising, financial counseling, legal assistance, economic development; media; and reemployment center activities.

Both the Des Moines and the California programs suggest the establishment of one-stop reemployment centers for workers dislocated by plant closures or mass layoffs. Similarly, both programs provide job-related assistance and social services. However, the manner in which the two have elected to structure themselves for planning purposes differs slightly. There is no right or wrong way to establish subcommittees. Rather, as stated in California's planning guide (Fedrau, Glasmeier, and Svensson 1983), "Our experience suggests that successful subcommittee programs are those that: (a) build upon central committee members' expertise and interest; and (b) undertake serious efforts to involve other community members with relevant expertise" (p. 33).

A review of the literature on dislocated worker programs suggests that a community seeking to offer comprehensive services will most likely need task groups or subcommittees to work on the following areas:

- Affected firms
- Affected employee groups
- Finances and resources
- Education and retraining
- Social services
- Psychological support
- Job development and placement
- Program delivery
- Economic and industrial development

With the exception of the affected firms and the program delivery subcommittees, most of these groups can accomplish useful work whether they are preparing for an actual shutdown or

engaging in proactive planning. An affected firms subcommittee may be difficult to activate during proactive planning, because membership will vary substantially from one situation to another. However, in a community where there are one or more firms headed for closure, these firms could form a subcommittee grouping of their own. Part of the work of the planning council, then, may be to help these firms solve their special problems.

A program delivery subcommittee may be difficult to form in the absence of an actual closure or layoff, because much of its work will begin at the time of the actual closing. The work of this subcommittee involves such tasks as locating a physical site for program operations and coordinating, managing, and administering the actual program.

Some programs will need a separate subcommittee for finances and resources and others will not. Each of the individual subcommittees will probably need to look at funding and general resource availability for its particular efforts. However, centralizing all information about program costs and available resources in one committee may expedite the planning process and facilitate the council's fund-raising, budget-planning, and resource allocation efforts.

Because the issue of subcommittee and task group formation is so important, a more detailed discussion of appropriate membership, representation, and tasks may be of value. Consequently, each of the subcommittees is discussed later in relation to its role in helping to carry out the major functions of the planning/coordinating council.

Planning Process Phase II: Analyze the Local Situation

The discussion of the second phase covers the work of the general council and the subcommittees as it relates to assessing the local community's dislocated worker situation. Included is a review of the type of information that the council needs to assess the local situation, the major tasks associated with gathering the data, and the role of the following subcommittees: affected firms; affected employees; finance and resources; and economic and industrial development.

Assess the local situation. The planning council members need to develop an awareness of the assessment mechanisms available to provide information about problems and characteristics of dislocated workers. Such mechanisms are necessary if the council is to plan accurately and provide for worker needs. In areas not yet experiencing a plant closure or massive layoff, council members may wish to examine the selected literature and studies cited in this publication, which relate to (1) the causes of worker dislocation; (2) the characteristics and needs of workers who are dislocated; and (3) community programs for addressing worker dislocation problems. By using this approach, council members can develop insights about pending local situations that may lead to worker dislocation and about preventive steps that could be implemented.

Similarly, council representatives may begin to develop specific knowledge about programmatic services that workers may need during their layoff experience. This information can be useful, also, for the organization of subcommittees or task force groups and for choosing feasible program options and service deliverers. This approach can also provide the council with an awareness of other communities' solutions, program models, and sources of technical assistance beyond those documented in this publication.

In communities that have already experienced or are about to experience extensive worker dislocation, planning council members will need specific information about the dislocated worker

population for whom they are planning. Such information should include demographic profiles, educational backgrounds, skills and work experience, and probable service needs. The information will provide the framework and outline for developing specific program options and services. Dislocated worker information may be obtained with the help of a plant manager or union president, if the plant is still open. If the plant is already closed, this information may be obtained by asking the local or state employment service to enclose with Unemployment Insurance checks (1) a letter announcing the prospective program and (2) a personal survey form. Based upon worker response, one programmatic element may be emphasized over another, or a service may be added or deleted. Additionally, a properly designed questionnaire or form could provide valuable information for such service providers as counselors, job placement specialists, or educational trainers. Preparing for the collection of pertinent data about the dislocated worker population should be one of the first tasks undertaken by the planning council. Similarly, the development of a survey form or questionnaire for gathering the data should be one of the first tasks of the subcommittee groups.

Inventory service providers and resources. Identifying potential service providers is one of the next tasks that the planning council should undertake. The first step could be to develop a matrix of identified service needs and the names of organizations, agencies, and groups that could respond to each need. The local United Way, chamber of commerce, or city or county social services agency probably has a directory that can assist council members with this task. Individual council members' familiarity with local service providers will also be helpful. Sample listings of services that various organizations can provide appear later in this chapter.

Once the matrix is completed, especially in communities with no immediate dislocation problem, the planning council may wish to survey the listed agencies to determine the specific type of service or monetary contribution they may be able to offer to a community program for dislocated workers. In a community confronted with an immediate plant closure or mass layoff, conducting a service providers' survey may not be feasible. Decisions about what service deliverers to involve may have to be made with little examination from the council. However, whenever possible, a survey should be conducted, because it will provide (1) an estimate of the resources (and perhaps budgets) that are available to the council; (2) an idea of the breadth of the program services that may potentially be offered in a community; and (3) a complete listing of service providers that can be contacted either for participation on a subcommittee task group or for actual service delivery.

The configuration of service deliverers and services will vary substantially, depending upon the overall program that the council designs. For example, although the new JTPA legislation carries special provisions for dislocated worker programs, matching funds are required. Also, the amount of funding that is available may not adequately cover all of the program services that are needed. Consequently, a local planning council may need to supplement substantially the amount of available funding and services through money and in-kind services from area agencies. The early identification of these services can help the council put together optimal funding packages and program designs.

The inventory of service providers is especially important because it enables the council to promote communication and coordination among the various service-providing agencies. It also helps the council to reduce the duplication that may arise from different agencies offering similar and related services.

In many communities, for example, job search and placement assistance, training, and various social services may be offered by a variety of local organizations. If agencies offering the same type of service do not communicate among themselves, each may expend valuable resources to

provide a similar service to the same individual. Or, in a similar vein, affected workers may be so overwhelmed by the variety of organizations offering services that they may decline to seek any assistance.

Two issues are of concern regarding the elimination of duplicate services. One involves generating communication and coordination among agencies that may be providing similar services. For example, if the employment service is going to offer job search assistance, a local chamber of commerce is going to hold a job fair, and the closing plant is going to send resume profiles of workers to area employers, it would be advantageous for these three groups to discuss their plans and coordinate their efforts. If this does not occur, local employers may be beseiged by requests from the community on behalf of the dislocated workers. A second issue is that of selecting the best service provider from among several that may offer relatively identical services. Although this may not be a problem in all communities, for many, it is. For example, in urban areas, several public and private groups may offer training in the same occupation. However, in terms of cost, flexibility in course length and curriculum, physical facilities, and placement services, there may be considerable differences. The planning council or a subcommittee will need to identify the differences, and then choose the one (or more) institution that offers the most cost-effective training to meet the needs of various workers. The same type of situation may arise for other types of services, from personal psychological counseling, to career guidance and assessment assistance, to debt and credit counseling. In many instances, only one organization will step forward to offer its services, but, when funding is to be provided by the council, a choice may need to be made from among several. The objectives are to (1) help the various offerors to coordinate and thus, perhaps, broaden the service levels or the numbers served, or (2) devise a procedure for allocating funding to the more effective and responsive offeror (e.g., by requesting proposals and evidence of capacity to serve the population in question).

Affected firms subcommittee. Provided that a plant's management is willing to work with a planning council once a layoff notification is issued, this subcommittee may be established. The most likely representatives will be a personnel staffing representative, a benefits and wages manager, and perhaps a training or human resources manager from the closing firm. Additionally, a labor market analyst from the employment service or a local educational institution may participate. The types of service and information that this group could provide to the planning/coordinating council include the following:

- Statistical data about the workers who are to be laid off (e.g., demographic information, relevant performance data, and salary levels)
- Information about occupational, skill, and work experience backgrounds of the workers to be laid off
- Administration of a survey or questionnaire to the affected workers to determine the services and program offerings they need
- Information about the company's willingness to provide out-placement counseling, informational workshops, facilities for job search activities, letters of reference, and active job placement assistance
- Information about company transition benefits (e.g., pension, severance pay, continued health coverage, financial contributions for retraining)
- Accurate information about future company plans (e.g., definite layoff, long-term furlough, sale to or merger with another firm, relocation to new area)

If a closure or layoff notification has not occurred and the community is most concerned with developing preventive strategies, an affected firms subcommittee may still be valuable. In this case, membership would most likely include firms that are in danger of having to affect future major layoffs or closure. Other subcommittee representatives would probably consist of directors or managers for corporate planning, human resources managers, and perhaps marketing directors from the respective firms. Individuals in the same types of positions from supplier firms may be represented. Also present may be the chamber of commerce president, the director and technical planners from the local industrial or economic development commission, the principal economic planner from the city planning commission, and the financial planning or industrial marketing specialist from the state department of economic development.

Together, these individuals would identify and categorize firms' problem areas (e.g., outdated machinery, insufficient capital or operating funds, low productivity, insufficient space, inadequate utilities service, antiquated infrastructure, poor transportation service). Potential solutions may then be examined and plans of action developed for handling the situation. Subcommittees of this type will not always avert a closure. However, they may establish solid groundwork for confronting the problem when and if it does occur. Firms may be reluctant to disclose specific definite problems or a potential closure for fear of employee or community reprisals. However, the use of a subcommittee approach can provide a positive forum for firms to identify and attempt to solve problems.

Affected employee group(s) subcommittee. This subcommittee is likely to be formed only if there is an actual closure or layoff situation. The member or members may include a shop supervisor or a local union president. In the case of nonunion workers, a representative may be elected by the workers. In cases where both hourly and salaried staff are affected, or large numbers of individuals from different occupational backgrounds are involved, representatives from each group may be included. In addition to these individuals, the following persons may participate: a labor market information specialist from the employment service or a local employment and training program, an unemployment compensation benefits specialist from the employment service, a United Way staff planner, a career guidance counselor from a local community college, and/or the planning director from the JTPA-sponsoring agency.

This subcommittee can be especially valuable if it serves as a vehicle for an accurate, timely exchange of information among workers, program planners, and service providers. The employee representatives may help collect relevant data (e.g., statistical, demographic, occupational, educational, and general needs) from and about employees. This is an especially valuable function in instances where a firm's management is unable or unwilling to provide such assistance. In the case of union representation, (subcommittee) members may be able to commit actual resources and facilities to a community dislocated worker program. Union and employee representatives may also assist the planning council in designing a program that realistically reflects employee needs.

From the perspective of the other subcommittee members, information may be transmitted to employees *via* the worker representatives. Such information may include the following:

- Eligibility criteria and sign-up procedures for unemployment compensation, welfare, and food stamps
- Program services
- Location of program offices, if any

- Important meeting dates
- General community assistance resources

The presence of employee representatives should not be a substitute for interactions between planning council members or service deliverers and workers who are actually affected. At least initially, however, the employee representatives may help with the distribution of relevant information and will lend credibility to the council's overall efforts. They will also engender worker support for and participation in program activities.*

Finance and resources subcommittee. If a community is dealing with preventive planning strategies for potential job dislocation problems, the makeup of this subcommittee may differ from what would be required for handling actual plant closures. There are three primary differences. First, in the absence of a plant closure, committed funds and resources may be directed more toward economic development activities. Second, firm financial commitments to a program designed for dislocated workers would be somewhat useless because budgets, allocations, and even the very nature of federally funded programs change yearly. Third, planning efforts may lack a sense of urgency and agencies might be reluctant to invest time preparing monetary and resource commitments for an as yet nonexistent program. This does not mean, however, that no effort should be expended to develop an active finance and resources subcommittee.

In a community that is planning for impending worker dislocation problems, the finance and resources subcommittee will probably undertake two basic types of tasks. One will be to come up with a list of economic development or human service projects to fund that may forestall or help avert a plant closure. This list may be developed through consultation with the planning council and the economic and industrial development subcommittee. Additionally, a limited needs assessment may be made of area agencies to glean suggestions and recommendations. Once these efforts are completed, the subcommittee members can create a listing of priority projects. Then, a meeting can be held with the directors of relevant area agencies and local elected officials to examine methods of funding the suggested projects.

Much of the funding is likely to come from the municipal budget or the budgets of area agencies (e.g., the projects would be programmed into their work plans). Funds from federally supported programs should also be explored (e.g., community service block grants, Urban Development Action Grants, Small Business Administration grants, minority business development grants, and Economic Development Administration funding). The types of projects nominated for funding could include the following:

- Development of a plant closure monitoring index
- A series of public-interest workshops or seminars about worker dislocation and its economic effects
- A program to provide in-plant career assessment and guidance assistance to workers who are currently employed but are slated for future layoff
- An areawide feasibility study of the best ways to develop job-generating enterprises

*The literature related to dislocated workers repeatedly stresses the idea that workers typically do not avail themselves of program services and are often reluctant to participate in program activities. This is often a serious problem for service providers.

- The formation of a local, nonprofit economic development corporation to acquire, improve, construct, or sell land and buildings; acquire equipment and machinery; and enter into lease or lease-purchase agreements to finance construction and acquisition of equipment

The second major task that the subcommittee might undertake would be to gather and compile information about federal, state, and local grants and categorical programs that provide both emergency and longer-term funding for dislocated worker programs. Although JTPA legislation will most likely provide a central core of funds for dislocated worker programming, a variety of other funding sources may be used to augment or expand program offerings. Also, the information that is collected should not be limited to funding that is purposely targeted for the dislocated, but should be broad based and include funding sources or programs that could be drawn upon and applied to a comprehensive dislocated worker program.

The subcommittee may wish to survey appropriate federal and local public agencies and private nonprofit service providers. This may be done either by sending out a questionnaire to appropriate agencies or through informal workshops or telephone contacts. Both grant and programmatic information should be solicited. The purpose behind the effort is to establish a working database of funding and resource ideas upon which the subcommittee and planning council may draw when and if the need for creating a dislocated worker program arises. Consequently, the information that is compiled should include a description of the particular program and its services, qualifying requirements or eligibility criteria, and method of soliciting funding commitments and application procedures.

When the required information has been collected, it should be compiled in a format that is readily accessible and usable. This should be done so that if a plant closure or mass layoff occurs without warning, a lack of information about funding availability will not be a major obstacle. Also, planning council members will need access to information to enable them to develop a creative, broad-based financing and program resource package. For example, if a major employer shuts down suddenly, the information database may help the planning council establish an economic redevelopment effort through a combination of funds from the Economic Development Administration (EDA), state-level special economic development money, and technical assistance resources from the Small Business Administration and the EDA (*A Guide for Communities* 1980). Similarly, a community that wants to help dislocated workers with mortgage and utility payments may be able to put together a special program utilizing combined funding and resources from local banks, the Federal Housing Authority, Housing and Urban Development, the Veterans Administration, and the Economic Development Administration. Likewise, an employer may be convinced to modify a plant closure decision if assistance and incentives of the type allowable under the Urban Development Action Grant (e.g., the community can provide land for expansion, or can provide additional public facilities and services to an employer) can be provided.

An important aspect of this second task is to gather information about unemployment compensation and income assistance that is available directly to the dislocated workers. This involves an extremely important yet confusing issue. In addition to regular Unemployment Insurance compensation, some workers may be eligible for Trade Readjustment Allowances (TRA), welfare, food stamps, and, for some union members, special compensation as a result of legislated mandates and union policies (e.g., the Redwood National Park Act Amendments, the Airline Deregulation Act of 1978, the Regional Rail Reorganization Act of 1973, and the Sheetmetal Workers Union).* Knowledge of the type and amount of compensation that is available, of eligibility criteria, and of registration procedures will be helpful for planning program funding levels and for assisting the workers themselves.

*For a more in-depth discussion of union contracts and federal statutes, see Millen (1979).

Knowledge of income levels and eligibility requirements is especially important if the planning council is seriously considering a retraining strategy. Some dislocated workers may lose benefits if enrolled full-time in a training program. To prevent this from happening, a program administrator may need to obtain a special waiver from the state department of labor or public assistance.

In addition to the information that the subcommittee itself collects, the planning council and the subcommittee will also have the benefit of resource data provided by the social services, program delivery, and education and retraining subcommittees. In essence, the finance and resources subcommittee becomes a repository for all information about program funding and support. When the material from all these sources is combined, planning and implementation efforts should be able to progress more smoothly and rapidly.

In a community that is dealing with an immediate plant closure crisis, the same type of information will be needed; however, it will be needed more rapidly. At the point of actual closing, funding applications may have to be filed quickly and some definitive decisions about budget and resource allocations will have to be made. If the informational groundwork has not been established, the subcommittee and planning council will have to collect information about funding availability while preparing grants and making decisions about resource allocations. Working under such constraints, there may be greater difficulty in developing creative financial packages and finding adequate resources to meet programmatic needs.

Economic and industrial development subcommittee. Members of this subcommittee may include a director or marketing specialist from the chamber of commerce; a technical planner from the state or local economic or industrial development commission; an economic development planner from an appropriate regional planning commission or council of governments; industrial realtors or industrial park developers; technical staff specialists (e.g., planners), industrial marketing and industrial finance planners from the state department of economic or industrial development; appropriate staff representatives from the regional Economic Development Administration; directors of neighborhood economic redevelopment associations; representatives from the Small Business Administration; and representatives of the local banking community.

In some communities, an active economic development or revitalization effort may be underway already. For these locations, the individuals or committees responsible for those efforts could actually form the subcommittee. In the absence of such a group, however, a subcommittee may be formed that would work with the dislocated worker program council and then go on to assume an active role in the local area's economic development efforts.

This subcommittee's work will be vitally important to the work of the planning council itself. Additionally, though, it can provide guidance and direction for the job development and placement committee, the education and retraining group, and the affected firms subcommittee.

The subcommittee will have at least three areas of responsibility. The first will be to assess the overall local economic climate to determine the root causes of plant closures or layoffs. Then, it will need to determine what actions, if any, the community can take to reverse current trends. The second area of responsibility will be to develop and implement a long-term economic plan to develop and diversify the area's economic base. Associated with this general task is a specific one of informing the program planning council about the expected direction or thrust of economic development efforts in the local area. The third area of responsibility will entail the creation of specific efforts or alternatives to fill any vacuum that may result from an actual or potential plant closing.

Examples of specific tasks that this subcommittee can accomplish are as follows:

- Convening meetings with business and labor to discuss ways of strengthening the local economic base (Fedrau, Glasmeier, and Svensson 1983, p. 31)
- Coordinating and offering forums or public discussions for the planning council and the community about local economic conditions, problems, and prospects (Ibid.)
- Creating or revising an existing economic development plan to reflect the impact of actual or potential plant closures or layoffs
- Providing documented information to the planning council that will enable it to prepare or initiate needed legislative changes
- Assisting the planning council in lobbying for the establishment of a specific technical assistance unit or department of state government to deal with potential or actual plant closings and layoffs
- Compiling information for the planning council about economic development assistance funds that may be available from federal, state, or local sources
- Helping the planning council, as appropriate, to prepare special grant applications for needed funding
- Developing alternative uses of and finding tenants for industrial facilities that have been vacated by a plant closure
- Keeping the job placement and retraining subcommittees aware of economic prospects and directions; helping subcommittees target industries and occupations for placement and retraining efforts
- Working with industrial realtors and industrial park developers, developing a marketing strategy; preparing an incentive package or a creative financing plan to attract new firms

Planning Process Phase III: Develop a Program Model

The discussion for the third phase explores the process of designing a model for a community's dislocated worker program. Various programmatic options and planning issues are highlighted. Additionally, the role of the following subcommittees is examined: social services; job development and placement; education and retraining.

Develop a program model or design. The development of a program plan, model, or design is the culmination point toward which almost all of the planning council's work is directed. In those communities where a major layoff or closure has already occurred, the design of the actual program may be limited to meeting the most pressing needs of the affected workers by assembling the services and resources that immediately are available. In many instances, extremely effective and helpful programs may be created in this manner. However, really important needs often go unmet, either because of insufficient time to plan properly, inadequate awareness about the complexity of the problem or its duration, or inability to marshall resources at the level of commitment

that is required to address the problems. This is especially true in areas where the closing or laying-off plant has neglected to give adequate notice of impending actions to the local authorities. Whether or not a community has time to plan adequately, some kind of overall program design is needed.

The information that the planning council has already gathered about worker needs, potential service providers, and available resources should form the basis for the program design. There are several handbooks that the council can use to assist with the development of the local program design (see *Assistance to Communities* 1979; "Community Response to Plant Closures" 1982; Fedrau, Glasmeier, and Svensson 1983; *A Guide for Communities* 1980; Hansen and Bentley 1981; Langerman, Byerly, and Root 1982). These tools may help the planning council see how worker displacement has been handled in other settings, identify various program and service delivery options, and define the central issues to be resolved and the questions that need to be asked.

In general terms, a community model for a comprehensive set of services should provide for both job-related and social service needs. The model should give consideration to providing a range or continuum of services. Decisions should be made about the types of services that will be provided beginning at the point of layoff or just prior to layoff and, for some workers, extending to at least a full year after the layoff (Ferman 1980; Hogue 1983). Right around the layoff period, workers' most acute need is usually for awareness and directional information, followed by assessment and counseling services. In the first place, dislocated workers need to know special provisions, if any, that their employer has made, (e.g., pensions and benefits, early retirement, severance pay, continuation of health and insurance coverage, letters of reference and referral to other employers). Also needed is information about how to file for Unemployment Insurance, Trade Adjustment Assistance, food stamps, and other grants or assistance. Information should be provided about where to go for assistance within the community (e.g., family counseling centers, debt counseling centers, United Way offices, medical assistance centers, YWCAs).

Assessment services may include an interview with each worker to determine specific needs and to arrange for referral to an appropriate program or service provider. Also, psychological and employment counselors should be available to help dislocated workers and their families in understanding and coping with some of the emotions, pressures, changes, issues, and attitudes that they may experience in coming weeks and months.

The next phase of assistance and services that will probably be needed involves career planning, assessment and counseling, and training in job search skills. Workers may be given aptitude tests to determine career interests and skills to identify transferable skills. At this point, the program should also provide career and life planning seminars, assessments of individuals' needs for basic skills training, and general education development (GED) classes and skills retraining.

Job search skill training should include resume writing, use of labor market information, employer and job identification, networking, interviewing skills, and follow-up techniques. The training may be as limited as a one-day workshop, or may be a more structured program lasting several days or weeks. Career and life planning workshops may be combined with job search training if appropriate. The job search training emphasis may be on conducting self-directed searches and networking through a job club approach, or on offering formal job placement assistance in cooperation with the chamber of commerce, employment service, and other groups.

The third major phase of needed services is retraining and upgrading of skills. Not all communities will be able to afford retraining, nor will all workers require extensive retraining. However, for localities choosing to provide retraining, several options are available: (1) training classes for

high-demand or replacement occupations; (2) courses in existing vocational programs; (3) on-the-job training; (4) cooperative classroom-employer site training; and (5) courses and assistance leading to successful GED testing. Training is one of the more costly and long-term services that can be offered, but for the right group of dislocated workers, it will be beneficial. Training should only be developed in conjunction with a thorough labor market analysis, however. Some type of placement assistance should also be included.

Throughout the entire sequence of reemployment service offerings that have just been described, there is an ever-constant, underlying need for personal and social services. This will be especially true when dislocated workers, especially those accustomed to periodic and prolonged layoffs (e.g., steelworkers and autoworkers) finally accept the fact that their jobs are gone forever or after their Unemployment Insurance or Trade Adjustment money runs out.

There is probably no one correct way to sequence the delivery of social services, except to offer as many as possible as soon as possible. Debt counseling and some arrangements for health care may be the most crucial of the social services. Productive use of leisure time, stress counseling, and child care may be of immediate concern for many. Familial and personal or peer group counseling may be an ongoing need, as may assistance with or access to transportation. The most important aspect of delivering social services, though, is that they be continued as long as necessary. All too often, an outpouring of communitywide support is evident in the days and weeks immediately following a shutdown or mass layoff. However, in the months following a major dislocation problem, the community frequently lessens its support and the laid-off workers may be left feeling isolated and helpless (Ferman 1980).

Each planning council will develop a unique design for delivering services to dislocated workers. Most designs will probably include workshops and seminars for gathering data from and providing information to the workers. These will most often be conducted at the plant site or the union hall. Some communities will choose to establish reemployment or transition centers to serve as a focus for most of the program activities. Other communities, especially those that emphasize career counseling, guidance, and assessment, may operate mainly out of local schools or neighborhood centers. Job clubs, "Forty Plus" clubs, and other job search activities may be housed in YMCAs, YWCAs, or churches. Social services and general community outreach activities may be located at the United Way office.

In developing a program design, planning council members will have some difficult decisions to make. In addition to budget and resource planning, the council must decide what specific components are to compose the program, the sequence in which the services of the program are to be delivered, the specific services to be offered, who will deliver the services, and the mode of delivery. Although there is seldom a quick resolution to this phase of the planning council's work, much of it may be shortened or facilitated by the proper and effective use of subcommittees or task groups. These groups may do much of the detailed technical assessments and analyses that will be needed before the planning council can make many of its more crucial decisions.

Social services subcommittee. Membership for this subcommittee may be comprised of the following individuals: a local director of the United Way; a director of the local welfare office; a staff planner or program and marketing specialist from the community mental health center; a director of a local health care providers association; a representative from the local legal assistance group; a staff planner from the local transit authority; a director of the local tenants union; a housing planner from the local planning department; neighborhood or community planner(s) from the local planning commission; a staff representative from the local homeowners association; a public relations director from the utility companies; a director of the local parks and recreation

department; a president of the affected workers' union or employee group; a local talk show host or other representative from the local media.

The responsibilities of this subcommittee focus on (1) identifying social services that are needed and available for the dislocated worker program; (2) securing the commitment of area agencies to deliver the services; and (3) working with the program delivery subcommittee to ensure delivery of the services. The actual work of the group will involve both planning and operational tasks. This subcommittee will also become a valuable asset to the planning council because of its ability to identify, evaluate, and select service providers. In terms of ties with other subcommittees, it will probably be closest with the program delivery subcommittee.

Specific planning-related tasks for which this group might be responsible include the following:

- Identifying the type and variety of social services that dislocated workers and their families need, such as—
  - credit counseling
  - debt and mortgage management
  - personal and family counseling
  - health care and dental assistance
  - day care and transportation
  - legal assistance (e.g., mortgage foreclosure, bankruptcy, and divorce)
  - basic food, clothing, and shelter needs
  - leisure time planning
  - food stamps and welfare registration
  - assistance with payments (e.g., securing lower rates and restructuring previous debts)
- Identifying the agencies and groups and the services they provide
- Determining which agencies are willing to offer services as an in-kind contribution
- Identifying funds available in the program budget to purchase services
- Determining which (if any) services are to be purchased
- Identifying federal assistance programs for which dislocated workers may qualify; compiling information about criteria
- Eliminating duplication (if any) among service providers
- Establishing, where possible, methods of sharing and coordinating the provision of social services among agencies; seeking creative ways of combining resources from various agencies
- Evaluating the ability of respective agencies to provide needed services
- Recommending to the planning council a final list of services that are needed, those that will be donated, those that must be purchased, and agencies that will provide the services

- Working with the planning council to contact the providers (unless this has been done earlier) and securing their participation such as—

  - developing a memorandum of understanding
  - developing nonfinancial agreements
  - developing formal contracts

Among the operational tasks that the social service subcommittee may undertake are the following:

- Preparing information (e.g., brochures or pamphlets) about eligibility criteria and registration for federal assistance programs

- Preparing or distributing directories about social service providers and assistance in the local area (the United Way may have directories that only need to be duplicated and disseminated)

- Preparing information about the program itself and disseminating it to individual workers and their families

- Planning and holding informational workshops for the workers

- Developing methods of matching individuals and their needs with appropriate service providers

- Scheduling and coordinating the delivery of social services

- Working with the program delivery subcommittee to monitor the delivery of social services

- Establishing a telephone hotline to provide workers with centralized information about social services and emergency assistance

- Establishing a procedure for responding to workers' complaints about the program

Job development and placement subcommittee. Representatives on this subcommittee may include the following individuals: a chamber of commerce director of marketing; a representative of area civic improvement groups; manager(s) or job development specialist(s) from the employment service; manager or job development specialist from a local JTPA agency; placement specialists from a local vocational high school and community college; a representative from a local PIC; representative(s) from selected local trade and manufacturing associations; a labor market analyst from the local JTPA agency; an economic planner from the local city or county planning department.

This committee is probably one of the most crucial ones in any community's programmatic and reemployment efforts. Although the literature stresses that retraining may be a valuable strategy, especially in depressed labor markets, the objective of any dislocated worker program is to help the workers obtain new jobs. Many of the laid-off workers will be ready for jobs immediately; others will be ready after some careful counseling and skill reassessment; still, others will be ready upon the completion of retraining. Because of this, any successful program will need to concentrate job development and placement throughout its duration.

One of the primary responsibilities of this subcommittee will be to coordinate and centralize, as much as possible, outreach efforts and contacts with private employers in the area. If some amount of coordination does not occur, private employers are likely to be besieged by multiple contacts on behalf of the dislocated workers. Rather than securing goodwill for the workers, antagonism and hostility from the private sector may result.

The specific tasks for which this subcommittee may assume responsibility are as follows:

- Identifying barriers that may prohibit placement entities from coordinating their efforts (e.g., placement quotas, services targeted to specific population groups, and funding incentives)

- Examining ways of eliminating coordination barriers and developing strategies for coordination

- Developing quantitative and qualitative labor market information for the planning council and the education and retraining subcommittee

- Developing strategies and specific activities for the planning council for contacting employers on behalf of dislocated workers such as—

  - public relations and media-related events
  - letters from the local government and council soliciting hiring assistance
  - compilation of a resume or worker profile book
  - open houses or job fairs where employers and workers may interact
  - solicitation of executives who can be loaned by area companies to assist with employer outreach

- Establishing an information bank of job and position descriptions from area employers; distributing information to the planning council and the retraining subcommittee

- Developing an interview form or a recording sheet for counselors and intake interviewers to use for obtaining in-depth skill and work history information from the workers

Education and retraining subcommittee. Representatives who might serve on this subcommittee include: institutional planners or a director of institutional research from local community colleges; deans of continuing education or community services from community and four-year colleges; directors of local proprietary schools; directors of local area vocational-technical schools or vocational principals at comprehensive high schools; a JTPA planning director or program analyst; a representative from the local PIC; labor market analyst(s) from the employment service and the JTPA sponsoring agency staff; an economic development planner from a city or county planning commission; a labor economist from a local university or private research firm; a technical staff planner from the state department responsible for vocational education; a technical staff planner or research coordinating unit (RCU) director from the state department responsible for public secondary vocational education; budget analysts from the local JTPA sponsoring agency, local community colleges, or state departments responsible for technical and vocational training; directors of guidance counseling and career assessment from local educational institutions; and/or curriculum developers and instructional specialists from local training entities.

The membership roster that is ultimately developed for this subcommittee may be much smaller than this list, depending upon the design of the actual program and the particular circum-

stances of the local community. For example, a community that emphasizes skill assessment and job search may not need all of the staff listed from the community college and vocational schools. Rather, it would need greater representation from the career assessment and guidance community. Similarly, a community that is committed to providing classroom training in an emerging or high-demand occupation may want to involve the participation of the labor market analysts, or community college institutional research directors, curriculum developers, instructional specialists, and continuing education directors.

This list reflects people in fields that are committed to career and skill assessment, job search training, GED and basic skills training, and a variety of occupational retraining programs. The wide array of proposed members indicates that planning for retraining must incorporate an understanding of labor market trends and of the need for substantial funding resources to implement the program—hence, the large involvement of state-level personnel and budget and fiscal specialists. Because the membership is so large and the planning tasks somewhat varied, a subcommittee of this size may structure itself into even smaller working groups before making any final decisions and recommendations. These groups would probably concentrate on (1) locating available funds, (2) analyzing the labor market, and (3) selecting programs and planning curricula.

There are a wide variety of ways in which education and retraining services may be offered to the dislocated workers. In many areas, educational services focus mainly on job search training, skills assessment, and career counseling. These services are sometimes offered in the form of a one- to five-day outplacement workshop held just prior to or immediately after layoff (e.g., as with employer-sponsored programs and in several local union programs). In other instances, workshops mixed with career guidance and job search counseling may be offered over the course of several months. In some programs, employees from one occupation are placed in a class-sized retraining program; in others, workers are able to choose their own training courses, sometimes including associate degree and four-year college programs. The choice and type of educational and retraining strategies to be offered are limited only by funding and resource constraints and the needs of the dislocated workers.

Part of the work expected of the education and retraining subcommittee is best completed at the point of an actual closure or layoff. This is because the retraining-education strategy itself should reflect the needs and interests of the workers most affected by dislocation. However, much of the necessary groundwork for designing a strategy may be developed prior to a closing. Additionally, in the absence of an actual closure, this subcommittee assumes leadership in developing preventive strategies for worker dislocation problems. In this case, the subcommittee will closely mesh its efforts with those of the economic and industrial development subcommittee. Potential activities may include designing customized training courses for troubled plants and firms, or special career guidance and counseling programs for currently employed workers who are likely to be laid off. Informational pamphlets and brochures about educational opportunities may also be offered to employees, special productivity improvement and management development seminars may be offered to local employers, and/or entrepreneurial workshops may be developed for the general community.

Examples of the types of planning-related activities for which the education and retraining subcommittee could be responsible are as follows:

- Compiling lists of existing training institutions and the kinds of skill training offered
- Identifying longer-term demand and growth occupations for the local area and identifying which of these are candidates for retraining programs

- Monitoring developments in new and emerging occupations
- Monitoring national and state-level legislative trends that may affect retraining efforts
- Locating funding sources that may be used for dislocated worker education and retraining programs, such as—
  - surpluses in institutional budgets
  - special program grants
  - student scholarship, grant, and loan funds
- Identifying in-kind resources from educational institutions that may be used for dislocated worker education and retraining programs
- Developing curricula and program delivery formats for workshops or courses in career planning and job search skills

In communities where a plant closure has already occurred or is about to occur, the following tasks will be appropriate:

- Working with the affected employees subcommittee to determine worker need for and interest in retraining, job search, and career guidance services
- Utilizing data collected about workers from other subcommittees to develop a profile of workers' skills and work experience; using data to help structure an education and retraining strategy
- Identifying occupations for which retraining is suitable
- Developing curricula for programs or modifying existing instructional material, if needed
- Developing appropriate skill assessment tools, client interview forms, and other guidance-related tools to be used to interview dislocated workers and to assign them to the appropriate training or educational services
- Working with the program delivery subcommittee to ensure that each worker is interviewed and given the opportunity to receive desired assistance
- Working with the job development and placement subcommittee to develop creative training strategies for the workers via the use of on-the-job training (OJT) and apprentice-type training models

Planning Process Phase IV: Implement and Evaluate the Program

The discussion for the fourth phase focuses on those issues, tasks, and activities associated with implementing, delivering, and evaluating the actual program. Much, if not most, of the work associated with this phase is undertaken by the program delivery and promotion subcommittee. Consequently, the role and responsibilities of this group are emphasized.

Program delivery and promotion subcommittee. Representatives on this subcommittee may include the following persons: a representative from the media; an institutional planner from a local community college, vocational-technical school, or four-year institution; a dean of continuing education from a two-or four-year college; a fiscal or budget analyst from local government; a staff planner from the United Way or other centralized social service agency; a private business representative with personal and political clout (e.g., a banker or the president of the local Kiwanis or Rotary Club); a representative from an affected union or employee group; a PIC member; a career counselor representative; personnel staff member from either public or private sector agencies.

The primary responsibility of this subcommittee will be to take the program model developed by the planning council and translate it into operational terms. If no actual plant closure or layoff has occurred, this subcommittee may provide guidance to the planning council about what resources will be needed to implement the program model and about the best methods for delivering services. However, if a closure or layoff has already occurred, the subcommittee will be responsible for undertaking the many tasks necessary for activating the program design. The subcommittee's main work will most likely center around four types of functions: promotion/operation administration, management, and program evaluation.

The promotional/operational functions will subsume such tasks as the following:

- Deciding how best to disseminate information about the program and its services
- Choosing whether to hold workshops and seminars or to issue pamphlets, brochures, and directories; in either case, the format of the workshops will need to be developed and materials prepared
- Choosing whether to take program services to the laid-off workers (e.g., to their neighborhoods, union halls, schools, or employment service offices) or to gather the workers together at a central program site; in either case, site locations will be needed
- Deciding whether to provide service delivery in one central location, thus creating a special dislocated worker center, or to require workers to seek services individually from each service provider, thus requiring workers to choose and seek their individual services from among service providers
- Selecting a central administrative location for the program; assigning a unit or department of local government to be responsible for the program's administrative and managerial needs
- Choosing a location if a decision is made to operate the program from a central site
- Convincing the private sector and other groups to contribute to program delivery, such as—
  - donating a site for the program
  - contributing furnishings or needed equipment
  - loaning part of an employee's time to staff the program
- Evaluating program staffing needs
- Selecting appropriate staff

Tasks related to program administration may include the following:

- Establishing procedures for operating the program
- Developing appropriate accounting and bookkeeping procedures
- Developing a management information system or other means of tracking workers
- Developing appropriate program tracking forms
- Establishing some means of ensuring the proper delivery of program services
- Developing appropriate forms for collecting workers' biographical and employment-related data

Tasks relating to program management may include the following:

- Coordinating all activities of the various subcommittees that relate to program delivery; eliminating duplication among the subcommittees by acting as a clearinghouse and ensuring communication among them
- Identifying and keeping track of service providers and services that are to be made available to workers
- Monitoring program delivery to make sure that services are delivered smoothly to workers; eliminating bottlenecks as they arise
- Establishing the subcommittee as a location for handling disputes or disagreements among service deliverers or program operators
- Establishing schedules and deadlines for program delivery activities; ensuring that established dates are met
- Scheduling periodic program review meetings; identifying problems and changes needed based on program activities and worker perceptions or experiences to date
- Initiating changes that need to be made
- Acting as a liaison among the planning council, the dislocated workers, and the service providers; identifying problems and providing solutions
- Eliminating duplication among service providers
- Scheduling as logical a sequence of program services as possible, based on awareness of dislocated worker needs, establishing the types of program activities and services to be offered at specific points in the transition period from unemployment to reemployment
- Keeping all parties as informed as possible about program progress, which agencies are providing what services, problems that are arising, and changes that need to be made

The tasks related to program evaluation are somewhat more difficult to enumerate without some discussion first. This is because a wide variety of evauation strategies are available to subcommittee members; also, the evaluation option that is finally selected needs to be tailored to the specific program that has been planned and implemented.

A variety of references, resources, and technical assistance manuals exist that can help planning council and subcommittee members design and implement a specific evaluation strategy (Brinkerhoff et al. 1983; Franchak, 1979; Kosecoff and Fink 1982; Mangum et al. 1979; Warmbrod 1981; and Wentling, 1980). Several of these contain sample forms, questionnaires, checklists and examples of a variety of tools that will aide those who develop the strategy. Also, these documents discuss evaluation theory for occupational education and training programs and will assist committee members in adapting evaluation principles to their individual situation and needs.

Most likely, several members of the planning council or the subcommittee already have significant experience with program monitoring and evaluation efforts. As a result these persons may elect to plan and conduct all evaluation activities themselves. Another alternative is for an outside third party such as a university research center to conduct a program evaluation.

Regardless of who or which group conducts the evaluation, the fact remains that one should be conducted. The feedback from this task is important for notifying council members and program operators about the program's ability to meet established goals, to deliver services effectively, and to satisfy the service and reemployment needs of clients; also, an evaluation provides important information about the expenditure of funds and resources and modifications that are needed in the configuration or delivery of program services.

The evaluation employed, depending upon the size and scope of the actual program, does not need to be extremely complex or to rely on sophisticated statistical techniques. Most likely, an evaluation will examine program performance measures, program outcome measures, and program effectiveness or impact measures. The review of program performance examines how closely both program and operational goals are being met. Progress toward meeting established goals is monitored, as is the allocation of resources, the flow of clients through program activities, and the functions of individual service strategies within the overall program design.

The review of program outcomes measures and examines the results that the program is intended to achieve immediately or soon after participants complete the prescribed sequence of program services or activities. Attention can be given to what was planned versus actual program outcomes for general service levels, strategies, and individual services rendered; to the experience of clients after completing the program; to the total costs of rendering a particular service or program strategy; and to improvements in clients' condition as a result of receiving program services.

The review of program effectiveness is an examination of the longer-term impact of the program and its services on those who did and did not successfully complete the program, and, if possible, on the surrounding community. A follow-up survey and ongoing contacts with program participants and area employers might be a part of the evaluation. When appropriate, comparison and control-group studies might be conducted with individuals not receiving program assistance, or a cost-benefit analysis might be conducted. Depending on the nature of the program services, the impact of the program on participating staff also might be explored.

As these programs are for dislocated workers, the natural tendency will be to judge a program's effectiveness on reemployment rates and on the quality of such placements. While this is the desired outcome of all program activities, the nature of the program itself and the particular

services offered must ultimately determine the evaluation option that is chosen and the terms in which effectiveness is defined. For example, improvements in participants' knowledge of how to build employer referral networks, improvement in self-esteem, or non-high school graduates completing a GED may be valid measures of success for some program service components. Because of the breadth of program services that may be needed for dislocated worker situations, program goals will have to be determined carefully and evaluations tailored to reflect those goals. As of yet, there is not an abundance of literature about what really does and does not work for dislocated worker programs. For this reason, some type of evaluation mechanism is needed that provides feedback and data for program improvements to planners and administrators. Also, evaluative data are needed that can be shared with other communities and programs around the country.

CHAPTER IV

SERVICES AND STRATEGIES FOR DISLOCATED WORKER PROGRAMS

There are an almost infinite variety of strategies and specific services that may be developed for or utilized in dislocated worker programs. The previous section explored some of the tasks and functions that the planning council and multiagency subcommittees need to undertake. This section examines specific services that individual organizations and groups may contribute to the program planning and implementation activities.

The following list contains suggested or sample services that individual agencies may be able to offer. The service listings are not exhaustive and are offered more as a stimulus for creative thinking among planning council members than as a series of prescriptive actions. These ideas should give planning council members (or anybody who is responsible for dislocated worker programs) an idea of the variety of program resources and resource providers that may be available in a community. Those using the lists should be able to determine how the various services required for program efforts fit together and, as a result, will be aided in determining the administrative and management structure that the program may require.

The lists have been compiled from a review of the literature, from contacts with program practitioners, and from the general expertise of project staff. The listing of a service does not constitute an absolute assurance that it is provided by the suggested agency in all localities or that an agency's policies currently allow for such a service. However, the listed services represent the types of help that are within the realm of possible and practical approaches as suggested by experts in the field. Some of the service ideas are of a preventive nature and are intended to avert or soften the impact of a plant closure or mass layoff on a community. Others relate directly to program planning and implementation. This distinction is noted for each agency's listing. Several groups or organizations may seem to offer the same type of service. No attempt is made here to eliminate duplication, because program planners may benefit from being able to choose from among varied service providers or to broaden service levels by using a larger number of providers to provide a specific type of service.

Planning and Implementation Ideas

The listings begin with tasks, services, and actions that may be undertaken by federal, state, and local public sector agencies. Wherever appropriate, separate listings are included for individual agencies or governing groups. The governmental agencies' listings are followed by those of private sector employers and groups such as the chamber of commerce. Next come groups that are most closely affected by the closure or layoff situation. Included are service listings for the firms at risk, employees within firms at risk, and union groups within the firms at risk. This is followed by service idea listings for local social service providers, public and private education and training institutions, and public libraries.

Federal Government

Preventive services. The federal government has a variety of agencies that may provide the following preventive services:

- Provide a reconstruction finance corporation, giving low-cost loans and other assistance to companies that are in need, yet have a future ("Revival of Public Service Employment" 1983).
- Provide additional funds and technical assistance to help in the creation of new businesses, especially small and minority-owned firms (Ibid.)
- Offer fiscal incentives for business creation and expansion (e.g., create enterprise zones) (Ibid.)
- Work with labor and management leaders to establish and fund a national training account that can assist with worker retraining over a lifetime.

Program services. The federal government may provide the following program services:

- Provide effective labor market information that will permit economic planning ("Revival of Public Service Employment" 1983).
- Provide incentives for corporate owners and managers to provide as much up-front notification as possible about plant closures and mass layoffs.
- Have representatives from appropriate federal departments visit the local area to ensure that local governing bodies and program operators are aware of available programs, grants, and assistance that may be utilized.
- Assist local communities in identifying community, state, and federal resources that may facilitate readjustment.
- Encourage cooperation and coordination among local leaders and agencies involved.
- Pass special legislation to continue health and insurance benefits temporarily for disiocated workers.
- Require regional representatives of appropriate federal departments (especially from the U.S. Departments of Labor and Commerce) to assume responsibility for providing information about federal-level assistance and mobilizing support from appropriate state and local groups in the instance of specific closures or mass layoff situations.

State Planning Office

Preventive services. The state planning office may provide the following preventive services:

- Assess future employment and economic trends in industrial, commercial, and agricultural sectors.

- Recommend needed legislative initiatives to minimize harmful consequences of plant closure, promote rapid reemployment of workers, and revitalize the economy of affected communities.

- Sponsor a study of industries in the state to identify future employment trends.

- Assist local government in planning and implementing an effective response to dislocated workers' needs and in stabilizing the existing business climate and attracting new industry.

Program services. The state planning office may provide the following program services:

- Sponsor a series of newsletters on plant closures and dislocated worker problems.

- Explore the possibility of establishing a voucher system for workers to allow them to seek the type of training they want at an institution of their choice; both programs and institutions may be certified for workers' choice.

- Gather literature from other state offices and local government groups about dislocated worker problems, programs, and solutions.

- Assist local area governing bodies in preparing and evaluating requests for proposals (RFPs) and in selecting technical assistance providers.

- Assist local governing bodies in designing and utilizing a management information system to produce financial reports, data on workers served, and program performance standards for dislocated worker programs.

- Develop a plan for the delivery and coordination of social services and service providers throughout the state.

- Create a special unit within the agency to handle and respond to plant closures or mass layoffs.

State Department of Economic Development

Preventive services. The state department of economic development may provide the following preventive services:

- Assist employees at affected firms to develop and implement a buy-out plan.

- Develop a technical assistance program for local-level businesses; develop seminars or workshops to help businesses; identify their problems; provide special attention to problems related to government or public sector policies.

- Originate a statewide economic development promotional campaign through television, radio, and newspaper advertising; develop and distribute promotional brochures to corporations and trade associations.

- Develop customized services to work with area businesses on new product development or diversification.

Program services. The state department of economic development may provide the following program services.

- Provide technical assistance to local economic development commissions to develop a marketing strategy for attracting new occupants to vacated plants and business sites; meet with industrial realtors to develop a joint strategy.
- Develop a planning and implementation guidebook that may be used by employers who must close their doors.
- Examine the status of industrial parks in the state, especially in the area of a plant closure; determine whether state money is available to improve the infrastructure, upgrade transportation access or expand utility services.
- Locate and compile, in usable format, information on state funding sources that may be used for economic problems associated with plant closures or large-scale layoffs.
- Develop or disseminate to council members any available data about economic, employment, or industrial trends and projections for state and local areas; help with collection of data or information that local economic development groups may need for developing particular marketing or development strategies.

Employment Service

Preventive services. The state employment service may provide the following preventive services:

- Consult with management and union representatives to develop a plan for retraining workers if the firm or appropriate subdivisions are still operating; the program objective could be to increase worker efficiency as well as improve skills (*A Guide for Communities* 1980).
- Explore with company officials the possibility of finding suitable employment for the workers elsewhere within the firm or at a branch plant of the same firm (Ibid.).

Program services. The state employment service may provide the following program services:

- Obtain reliable information from the employer about the timing and scheduling of layoffs.
- Obtain demographic, biographical, and work experience information about the workers from plant management or union officials.
- Explain the currently available services of the employment service to employers, union officials, and local community leaders.
- Negotiate with employers to conduct in-take interviews with the workers on release time from work prior to the layoff.
- Provide information to workers (before layoff, if possible) about how to file for Unemployment Insurance.

- Assign occupational titles and codes to the workers that reflect their qualifications and skills.

- Activate a telephone hotline at the employment service office regarding Unemployment Insurance and Trade Adjustment Assistance; advertise the service via the local media.

- Initiate action to activate interarea recruitment and job bank service procedures.

- Obtain the cooperation of such organizations as the National Alliance of Business and veterans' organizations for job development efforts.

- Assist the program planning council or other entity to conduct a labor market analysis and translate data into reemployment strategies.

- Hold workshops for local career and vocational counselors; acquaint them with labor market data and information and provide an orientation to local, state, regional, and national labor market trends.

- If closure or layoff occurs because of imports, help workers and employers file a petition under the Trade Act; provide petition forms for Trade Adjustment Assistance.

- Identify for the workers any supportive services that are available in the community; contact the appropriate agencies to solicit their participation and support.

- Publicize lists of job openings in local papers and on radio and television stations.

- Arrange for area employers to interview dislocated workers for potential jobs on the plant premises, union hall, or local employment service office (*A Guide for Communities* 1980).

- Become an active and cooperative member of a community planning council.

- Arrange for counselors, during inake or follow-up interviews, to be alert for workers needing special employment-related or personal counseling and testing; have counselors make appropriate referrals.

- Obtain information from workers about their attitudes toward occupational and geographic mobility, wage demands, attachment to the labor force, and training

- Have employment service counselors and job developers be alert to and identify during the intake interview and other early contacts with workers obstacles that may hinder reemployment (e.g., medical, legal, child care, age (Ibid.)

- Conduct in-house staff training for all staff having direct contact with workers; make them aware of the special needs of and skills (especially interpersonal skills) required for dealing effectively with dislocated workers.

- Consider applying for supplementary grants to cover training needs (Ibid.)

- Assume responsibility for seeking a special waiver in Unemployment Insurance regulations to allow dislocated workers to continue receiving benefits while enrolled in training.

- If no local training institutions or facilities exist, use employment services offices in neighboring areas or states to locate and approve training institutions; consider sending workers to institutions; arrange for assistance with tuition and minimal living expenses ("Copper Workers Retraining Program," 1980).

State Office for JTPA or Employment and Training Planning

Program services. The state office for JTPA or for employment and training planning may provide the following program services:

- Assist local governing bodies with needed labor market information for program planning and job placement efforts.

- Keep local governing bodies informed of the state's involvement in local JTPA programs and of funds and special programs that are available; solicit jurisdictional input and recommendations about state-level plans.

- Work with state offices responsible for vocational education and community colleges to identify employment and training and vocational education needs throughout the state; assess the extent to which economic development and other federal, state, and local programs represent a consistent, integrated, and coordinated approach to meeting identified needs.

State Vocational Education and Community College Departments

Preventive service. The state vocational education and/or community college departments may provide the following preventive service.

- If an employer is changing or diversifying product lines, work with the employer on phase-in of training, or design of a customized curriculum ("International Silver Toolmaking Retraining" n.d.).

Program services. The state vocational education and/or community college departments may provide the following program services:

- Work with the state department of labor or industry to obtain special equipment or machinery, if needed, for retraining programs.

- Develop procedures for working with other state agencies to provide training.

- Establish guidelines and methods for building upon the state's existing training delivery system rather than creating an all-new system or duplicate training.

- Promote use of work site-based, apprenticeship-type training, whenever possible; utilize industry sites, equipment, and expertise.

- Review and provide comments on all reports required of the state JTPA council; assist the state council and local program operators in setting standards for awarding academic credit and certifying educational attainment.

- Encourage use of campuses around the state as resource centers for "drive-in" conferences for those out of work.

Local Governing Body

Program services. The local governing body may provide the following program services:

- Obtain reliable information from plant management regarding a plant closure or layoff (e.g., timing, schedule, number of people affected).
- Alert state and federal legislators and state governor about impending economic disruption.
- Assume leadership for convening a community-based coordinating council for dealing with plant closures and mass layoffs.
- Assume leadership for identifying and defining general tasks for the program planning council, scheduling meetings, forming task groups, and providing technical assistance or support to subcommittees.
- If the program planning council requires technical assistance, assume leadership for acquiring help from a local university or other organization.
- Assume leadership for applying for special grants or loans that may be used for financing a dislocated worker program.
- Assume leadership for mobilizing community support and contributions to programs from social service groups and private sector employers.
- Identify, with the program planning council, the primary planning and implementation tasks that must be completed; assign a priority to each task, and designate between immediate and longer-term completion schedules.
- Assist county or city government departments with incorporating relevant appropriate tasks related to dislocated worker problems.
- Conduct a review of city or jurisdictional budgets to locate finances that may be available for dislocated worker programs.
- Initiate and take responsibility for establishment of a clearinghouse for information about programs and legislation relating to employment and training and dislocated worker programs (e.g., information about grants and funding information, special programs available for economic development, model program information from other sites, general literature relating to topic).
- Assume leadership for soliciting assistance and contributions for assistance from the firm that is closing a plant or laying off its employees.
- Assume responsibility for developing a project implementation manual for staff assisting with the dislocated worker program.

- Hold special workshops and orientation sessions for directors and staff of participating support service agencies.

- Initiate development of a special newsletter for the dislocated workers and agencies that are working with them.

Build capacity within the local community to respond to and plan for plant shutdown and mass layoff situations.

- Assess local employers to learn about the type of infrastructural improvements that are needed before businesses can expand.

- Assume leadership in bringing together necessary individuals or organizations that are capable of reducing or assuming dislocated workers' mortgage payments for a few months.

- Notify appropriate state and federal elected officials; secure their help and influence in mobilizing support from both public and private sector entities.

Local Economic or Industrial Development Commission

Preventive services. The local economic or industrial development commission may provide the following preventive services:

- Help management and employees consider the options of an employee buy-out.

- With other appropriate firms (local and nonlocal) explore the possibility of purchasing or taking over the plant via a merger.

- Monitor local industrial and economic trends; follow trends of individual employers for signs of serious economic problems.

- Develop a special program to encourage the expansion of existing plants.

- Provide assistance to employers for creation of in-plant labor-management committees to improve working conditions and productivity levels in existing plants.

- Hold public awareness workshops for local government, placement specialists, and trainers on steps that may be taken to avert economic dislocation, primary problem areas in the economy, where the economy is headed, and how the economy can be developed.

- Identify declining industrial sectors in the local economy; contact firms within these sectors for suggestions about reversing the trends or preventing further decline.

- Make certain that local firms' problems are not related to regulatory or governmental and bureaucracy-related actions; provide special assistance to those whose problems stem from such actions.

- Take on the role of business advocate for local firms; conduct wage surveys and labor force analyses; provide utility rate estimates and information on transportation and potential plant sites.

- Develop a business hotline telephone service for local firms at the local economic development commission.

- Assess the community's ability to provide good access to public services for new and existing firms.

- Help the local community establish a local industrial development bond program.

- Develop and publicize an industrial prospectus of the local area.

- Spearhead the formation of a local plant closure task force.

- Identify and define economic development objectives to be met for the local area.

- Work with community colleges to develop customized technical assistance for employers struggling with the implementation of a plant closure or major layoff.

- Provide task analysis assistance for local employers; identify ways of reorganizing the current work force (e.g. creating new positions or positions for which current employees may be upgraded); explore the possibility of convincing employers to hire dislocated workers.

- Work with small businesses in the area on a short-term, problem-solving basis to help them identify potential areas of expansion, both for production and employment; these may feature seminars about cost-benefit analysis, office automation, and opportunities for export-import trade.

- Establish a local-level, leading economic indicator index to get an idea of which industrial sectors may be headed for growth or expansion.

- Hold seminars or workshops for employers on government contract procurement procedures.

- Establish a local business and technology center to help local entrepreneurs and small business owners overcome problems they may confront with personnel, production, marketing, financial management, and other issues (Short and Levine 1982).

Program services. The local economic development or industrial development commission may provide the following program services:

- When reports of an impending layoff surface, meet immediately with plant management to explore alternatives for avoiding or at least postponing the closedown or layoff.

- Ensure that management is aware of all types of federal and state assistance that apply to the firm's situation (e.g., Trade Adjustment Assistance, EDA, HUD, or Department of Defense assistance) (*A Guide for Communities* 1980).

- Apply for special assistance from the federal government (e.g., HUD or EDA) to develop a new economic development plan and program.

- Obtain technical assistance for developing an economic development program from a local university, chamber of commerce, private sector civic improvement group, and/or other relevant groups.

- Arrange for the Small Business Administration to offer special workshops for laid-off employees about creating, developing, and owning a small business.
- Provide local training institutions and job development and placement specialists with information about the skill composition of the local employment base.
- Identify, for placement specialists and trainers, area employers that may utilize the skills of the laid-off individuals.
- Provide information to the program planning council and local government about other businesses in the community that may be affected by a closure (e.g., suppliers and customers of the troubled firm).
- Help suppliers and customers of the affected firm diversify their product lines or locate new buyers and suppliers.
- Explore the backlog of public works projects for which financing and implementation may be expedited to ease the employment emergency.
- Examine the possibility of using industrial revenue bonds and other financing methods for new industrial construction and equipment for expanding existing plants or assisting new industries.
- Draft a local, county, or regional policy on economic development.

State-level Union Organizations

Program services. State-level union organizations may provide the following program services:

- Assume leadership in developing informational workshops for workers caught in a plant closure.
- Assume leadership for developing and implementing job search workshops.
- Apply to the state JTPA agency for funding to administer a retraining program for the laid-off workers.
- Develop or conduct a labor market analysis of expected economic and employment trends for the local union body or program planning council.
- For unionized plants, try to locate funds to enable one union person to help with outreach and to act as special facilitator and coordinator for union-related layoff activities.

International Union

Program Services. International unions may provide the following program services:

- Assist state and local union bodies in developing community informational and outplacement workshops for workers being terminated.

- Provide training for state and local union leaders who may be working with union members experiencing a plant closure or permanent layoff.

- Encourage union members currently working and retirees to contribute foodstuffs for the dislocated; provide matching funds for the local contributions.

- Prepare special training for currently employed members to prepare them to participate more fully in decision-making processes, engage in long-term career planning, participate more fully in technological change, and broaden their current backgrounds via special core skills seminars.

Chamber of Commerce

Program services. The local chamber of commerce may provide the following program services:

- Assume leadership in organizing and implementing an employer outreach program.

- Initiate and work with the media, community colleges, employment service, and other appropriate agencies to implement an employment job fair for the dislocated workers.

- Utilize influence with membership to contact employers personally and identify those who are actively hiring.

- Initiate and assist the community to prepare a promotional campaign on behalf of the laid-off workers (e.g., prepare letters of introduction that explain the closure or layoff situation to area employers; send resumes of those who are being laid off; personally telephone area employers; prepare short presentations about the closure or layoff situation for area employers).

- Provide access to industrial directories and other employer-related information for job developers, placement specialists, and, if appropriate, workers.

- In communities that are emphasizing relocation, establish contacts with chambers of commerce in other locations for information about employment prospects or for help in resettling the workers in the new location.

- Assist in locating jobs in the "hidden job market" for the dislocated workers (McKersie and McKersie 1982).

- Work with area libraries to compile a weekly booklet of selected want ads from cities in various parts of the country; convince a local bookstore owner to donate one copy of Sunday papers from diverse cities; clip relevant want ads, and copy and distribute them to dislocated workers.

Industrial Realtors

Program services. Local industrial realtors may provide the following program services:

- Procure a buyer for existing facilities in the event of a plant closure.

- Convince a local architectural firm or association to offer to redesign a vacated facility for another tenant or another use.

- Work with the local chamber of commerce and economic development groups to assemble a promotional campaign for a vacated facility and for the community economy generally.

Private Industry Council

Preventive services. The local Private Industry Council may provide the following preventive service:

- Help the local governing body assess the potential for economic disruption from plant closures.

Program services. The local Private Industry Council may provide the following program services:

- Obtain needed labor market information for program planners and operators.

- Provide recommendations about the type and mix of social services the program may require.

- Provide assistance to the program planning council for establishing a reporting system for tracking workers' progress, services rendered, and funds expended.

- Help the local governing body assess the potential for new jobs in the area.

- Help the local governing body survey organizations in the community to identify available resources and services.

- Assist the local governing body or program planning council in determining whether voluntary and public agencies are able to deal with an emergency situation that would result from a closure or layoff.

- Assist the local governing body in establishing an effective information and referral network among participating agencies.

Private Employers

Program services. Local private employers may provide the following program services:

- Offer to assess capacity of various training institutions to offer training.

- Offer to assess or review selected training programs for relevance to the employer workplace and for academic credit that may be awarded.

- Assist with the development of curricula and training standards and establishment of entrance criteria; also, help with recruiting and screening program candidates, establishing recruitment standards, finding qualified instructors, administering end-of-course tests, and assisting with placement.

- Help training institutions, the local chamber of commerce, and local governing bodies to identify available vacancies and job qualifications.

- Assist training institutions in obtaining the most current equipment possible for retraining programs.

- Participate in local job development or employment promotion efforts sponsored by the chamber of commerce or other local groups; notify the chamber or other local group about vacancies, types of applicants preferred, and job duties.

Banks and Lending Institutions

Program services. Local banks and lending institutions may provide the following program services:

- Provide advice on how to approach financial institutions and other creditors to work out a means of averting a financial crisis, foreclosures, repossession, etc.

- Provide a staff person to assist with family budget counseling.

- Provide staff expertise to help workers, local government, and other interested groups explore the feasibility of employee buy-out options.

- Provide up-to-date written materials (as a public service) concerning financial problems to those out of work.

Public Utilities

Program service. Local public utility companies may provide the following program service:

- Transfer the dislocated workers to a low "lifeline" rate during the unemployment period; do not make them pay rate differences when reemployed ("Community Response to Plant Closures" 1982).

Affected Firms and Firms at Risk

Preventive services. Affected firms and firms at risk may provide the following preventive services:

- When possible, transfer workers to another plant within the same company.

- Provide relocation assistance to workers relocating for the company (e.g., money for moving, assistance with sale of homes).

- Continue seniority, vacation, and other benefits for workers who transfer within the company.

- Allow employees who are transferring to another plant to visit the new communities temporarily.

- Cooperate with economic and industrial development groups to explore the possibility of keeping the plant open via a diversified product line or a special financing package.

- When introducing new technology to the workplace, gradually phase in the implementation; provide time for retraining employees or for a gradual layoff.

- When introducing new technology to the workplace, take time to plan for and consider sufficiently the effects of the new technology on the workplace and on organizational patterns; also allow lead time to cope with varied problems or opportunities associated with the technology; develop in-house training programs to help employees operate, maintain, and properly repair equipment; continue monitoring and evaluating the new technology to ensure optimum use and employee performance.

- Examine the possibility of implementing slack-work provisions to keep workers on staff; also consider work-sharing, reduction of hours, division of work, and rotation of employment (Miller 1979).

- Examine the possibility of combining a reduction in work hours with registering employees for Unemployment Insurance compensation ("A Review of the Economic Dislocation Measures" 1982).

- Combine a gradual work force reduction with skill retraining so that, at time of layoff, employees are well on their way to being prepared for a new job or career (McKersie and McKersie 1982).

- When new technology is to be introduced, involve employee representatives at the start of the planning process.

- Make provisions for employee representatives to communicate information about the new technology to the rest of the employees; involve other employees as much as possible in the planning-implementation process.

- Before finalizing a plant closure or layoff situation, approach local and state legislators to find out whether special loans, tax abatement programs, or other special measures could be initiated to avert the situation.

- Approach the state or local economic development commission to seek assistance for developing new markets, increasing productivity, and cutting overall expenses.

Program services. Affected firms or firms at risk may provide the following program services:

- Provide workers with as much advance notification as possible.

- When layoff or closure is occurring, inform local officials, unions, and workers about the progress of the layoff.

- Whenever possible, consider staggering the layoff so that the local labor market is not flooded with all job seekers at once.

- Inform the unions at the earliest moment about closure or layoff plans; discuss and explore ways of implementing collective bargaining agreements.

- Allow employees to accept new jobs before the layoff date without losing benefits.
- Apply for Trade Adjustment Assistance for the firm's workers if the layoffs are caused by increased competition from foreign imports.
- Become an active member of a community program planning council.
- Provide time and space, before the layoff, for prelayoff registration with the employment service.
- Provide workers with release time, prior to layoff, for interviews with other employers.
- Assign management staff to any community groups that are assisting workers with job placement.
- Invite representatives from other firms into the workplace to interview employees prior to layoff.
- Provide demographic and work experience information about employees to the employment service and any others involved with placement or retraining services.
- Arrange for outplacement counseling or assistance with resumes and job search skills as soon as layoff is announced.
- Provide each laid-off employee with a personal letter of reference and recommendation.
- Assemble employee resumes into a book that may be circulated to other employers in the area.
- Work with industrial developers to find a new owner for the plant.
- Identify another buyer for the facility to be vacated.
- If closing a unionized firm, undertake special efforts to get hiring commitments from *non-union* firms in the area to help dispel the stigma that unionized employees may carry.
- If the number of workers affected is small, avoid dislocation by relying on attrition; develop a reduction plan that relies on a freeze in new hiring, voluntary quits, dismissals for just cause, transfers, and deaths (Millen 1979).
- Encourage workers to take new jobs, even if the new jobs pay less, by offering to make up wage differences for the first year (McKersie and McKersie, 1982).
- Assemble special informational kits for each employee being terminated; include information about severance pay, benefits, and self-help job search and career information. This kit may be used in conjuction with an outplacement counseling program, or by itself.
- Place ads in local or even statewide newspapers announcing the availability of workers.
- Allow terminated employees to remain eligible for work at other branch plant locations, even if reemployed elsewhere, for up to five years without loss of seniority or benefits.

Employees

Preventive services. Employees themselves may provide the following preventive services:

- Take responsibility for keeping informed about the firm's and industry's economic performance and employment trends.
- Take responsibility for developing new skills and seeking additional training; never take a job for granted.
- Take responsibility for keeping abreast of new technology; seek to broaden work duties and be involved in job-related decision making.
- Reevaluate career goals and objectives periodically; seek new outlets for skills.
- Stay informed about economic and employment trends.

Program services. Employees themselves may provide the following program services:

- If involved in a plant closure or mass layoff, do not wait until exhaustion of Unemployment Insurance or Trade Adjustment payments before seeking job search or retraining assistance.
- Be willing to relocate, if necessary, to find new employment.
- Do not cling to the illusion that the plant is necessarily going to reopen.
- In a nonunion plant, organize, elect a representative for planning council membership, and serve as a liaison with general community groups.
- Assume the role of peer counselors for each other or form support groups during the layoff period.
- Help each other establish a network of individuals to assist with job search and referrals.
- Explore the potential for finding two part-time jobs instead of one full-time job or of establishing one's own business.

Local Unions

Preventive services. Local unions may provide the following preventive services:

- Negotiate, as part of collective bargaining, a package for retraining and upgrading programs.
- Initiate formation of a joint labor-management committee to discuss labor-related problems; come up with inventive solutions before the need for layoff occurs (e.g., establish a committee to end sick-leave abuse, delay introduction of wage-rate hikes; consider giving up several paid holidays or vacation time in exchange for company stock or increased retirement benefits ("Developments in Industrial Relations" 1982).

- Negotiate for employment security and training or retraining clauses in the collective bargaining agreement.

Program services. Local unions may provide the following program services:

- Obtain reliable information from plant officials about the layoff, including timing and schedule of layoffs, number of workers to be affected, and ways to keep the flow of information going.
- Discuss with management the reasons for the layoff or closure and possible ways for averting the situation (e.g., raise productivity, redesign or reorganize plant divisions).
- Negotiate with management for a staggered layoff.
- Become an active member of the program planning council or a subcommittee.
- Meet with plant officials about severance pay and continuation of other benefits; pass all information on to employees.
- Discuss with employers the feasibility of allowing workers to accept new jobs before the layoff date without retracting benefits.
- Negotiate, if possible, for workers to transfer to other plants within the company; try to have transfer occur without loss of benefits and seniority for employees; ask for inclusion of moving expenses.
- Notify the central labor body, the state federation, and the national and international office of the union.
- Encourage the laid-off workers to file claims for Unemployment Insurance at the employment security office; arrange to have claims filled out and filed at union hall facilities or other places familiar to the workers.
- Assist workers to file for Trade Adjustment Assistance if the company is eligible.
- Participate in the job search and job development efforts of the program planning council; contact other unions, locally or elsewhere, as well as business and civic groups for job leads.
- Explore with plant officials, the industrial development commission, and other civic leaders, the possibility of purchasing and operating the plant or finding another buyer for the plant.
- Encourage dislocated workers to participate in and seek assistance from the community services that have been designed for them.
- Deliver information to dislocated workers about financial and income assistance available to them and community services that have been designed to help them.
- Assist with making arrangements for mortgage and debt moratoriums on repayment of credit union loans, and any other stopgap financial measures that may be implemented.

- Help workers interested in relocating to other areas, prepare resumes, then circulate them via the union's international office.

- Allow laid-off workers to continue using the union hall as a focus for meetings and general peer group support.

- Develop a special fund for providing legal and mortgage assistance for dislocated workers; develop union-sponsored retraining programs for laid-off workers.

- Develop a special fund to provide a wage differential for laid-off union members.

- Spearhead a program of assistance for nonunion workers caught in a plant closure or layoff; hold informational workshops and help with mobilization and delivery of social services.

- Negotiate for guaranteed outplacement assistance and counseling in event of a shutdown or layoff as part of a collective bargaining agreement.

- In a layoff situation where not all employees are terminated, act as a catalyst to collect union and nonunion employees' voluntary contributions for these who are laid off.

Public and Private Education and Training Institutions

Program services. Public and private education and training institutions may provide the following program services:

- Confer with the employment service and other employer groups to identify and define growing industries and occupations in demand.

- Develop training programs or modify existing ones to concur with employer specifications and labor market needs.

- Provide lists of available course offerings and descriptions to program planning councils responsible for aiding dislocated workers.

- Hold workshops for dislocated workers to introduce them to self-help career counseling information that may be available in a community or college library or local media resource center.

- Restructure program or course requirements to offer dislocated workers intense and specific skill-related training.

- Locate courses near dislocated workers' residences, especially in rural areas or when classroom-size training courses are offered.

- Develop flexible scheduling for course offerings.

- Coordinate with other social service providers to offer integrated services to help dislocated workers remain in training (e.g., child care, transportation assistance, health care).

- Designate a staff member to be available specifically for dealing with dislocated workers and their concerns.

- Establish a special room or meeting area on the school grounds especially for dislocated workers; allow workers to utilize the area for socializing and mutual support groups; use it as an information dissemination point; have books, articles, and other helpful resources available for the workers' use.

- Hold informational workshops that will help dislocated workers identify and locate community social services and recreational resources that will assist them; bring together community care providers and other individuals (e.g., psychologists, social workers, employment service job counselors, and credit counselors) who can help the dislocated better understand and cope with unemployment.

- Provide, free or for a nominal fee, off-hours use of athletic and recreational facilities for dislocated workers and their families.

- Provide the services of career counselors and use of counseling facilities.

- Offer GED and basic skills remediation training.

- Offer special career exploration sessions in local occupational areas that are rapidly growing or in high demand.

- Work with employers to identify larger-sized training needs (e.g., one employer who needs a number of workers or several employers who need people with similar skills); use as a basis for developing class-size skill training programs.

- Offer to act as a recruitment center for area employers.

- Assume a major role in promoting the dislocated worker program, keeping the public informed about the situation (e.g. develop brochures, fliers, posters, articles for local newspapers, television and radio spots).

- Develop and provide workshops or inservice training for staff from various agencies who are to work with the dislocated worker program.

- Combine efforts with the Small Business Administration to plan, develop, and offer special workshops and seminars for dislocated workers who want to start their own businesses.

- Work closely and directly with employers to develop customized, on-the-job training assistance for those hiring dislocated workers.

- Survey local training institutions to determine their capacity to extend counseling, training, and placement to the dislocated workers; encourage merger of resources to provide a comprehensive flow of services to the workers.

- Work with the state or local economic development commission to develop prelayoff seminars on employee buy-out options; help dislocated worker groups examine employee stock ownership plans, employee stock ownership trusts, employee purchase and control options, and employee purchase plans with retention of traditional management (Squires 1981).

- Provide free (or at nominal cost) technical assistance to program planners, administrators, and others who are developing displaced worker programs and service strategies.

- Take a regional approach to training; provide training in occupations that may be in demand in another nearby labor market, preferably one that is within commuting distance; combine efforts with another institution within the region to develop a specialized training program.

- Work together to conduct a specialized, training-oriented survey of the local labor market.

- Jointly fund a position for a special educational or training planner in the city, county, or regional planning commission. This person would collect, analyze, and interpret data for local training institutions; use data to make recommendations about needed training programs; be responsible for representing the training community and its interests on local governing boards, planning councils, and commissions.

- Develop and offer a series of self-help seminars for dislocated workers (e.g., developing good personal coping strategies, stress reduction, maintaining good nutrition, effective time management, leisure time planning, financial counseling, handling marital problems, forming mutual support groups, self-help job strategies).

- Develop individual training plans for each dislocated worker; include results of assessments, training, or retraining objectives, means of reaching objectives, and which institutions(s) will offer the services.

- In rural areas, find ways of establishing a mobile training or career assessment center in order to take services to the dislocated workers.

- Keep informed about grants from private foundations that may be available for worker dislocation programs.

- Develop special brochures for laid-off workers, involved employers, and unions describing special services that the educational community offers (e.g., courses, counseling, flexible scheduling, tuition assistance, life management skills training).

Public Libraries and Specialty Librarians

Program services. Public libraries and specialty librarians may offer the following program services:

- Prepare a bibliography of books, journal articles, and research reports that are of relevance and interest to program planners and to the dislocated workers themselves.

- Set aside books and resources relating to the worker dislocation problem in a special section or area of the library (e.g., books on family budgeting and financial management, stress coping, self-administered skill and career analysis guides, career and occupational information, employer directories, books on preparing inexpensive but nutritious meals, inexpensive hobbies and crafts, resume preparation).

- Display special materials attractively in part of the library where dislocated workers may come and browse, meet informally, and maybe have coffee or tea.

- In rural areas, especially, utilize the library as a central location for holding meetings, seminars, and workshops for the dislocated workers.

- Use the library as one of several centralized points in the community where information relevant to and about dislocated workers is disseminated; post information on a special bulletin board.

- Technical librarians on the staff of such organizations as the planning commission or the chamber of commerce may work closely with training and placement specialists and with program planners to locate needed data and specialized information (e.g., private employment and wage surveys that the utility companies or a bank may have conducted, special background information on specific firms, special directories or data from departments of the federal government); this service is especially valuable for grant writing and program planning related to dislocated worker programs.

- Provide newspaper want ads from various towns and cities around the country for those workers wishing to relocate.

Social Service Providers

Program services. Numerous social service agencies or organizations may become involved in programs for dislocated workers. These agencies or organizations may provide the following program services:

- Establish a twenty-four hour informational and crisis intervention hotline. (Mental health agencies, United Way, churches, neighborhood associations, city associations, city or county social agencies and service departments, YWCA, YMCA, the news media, local libraries)

- Provide for child care assistance during job interviews or training classes. (Churches, Catholic Charities, Jewish Family Services, YMCA, YWCA, United Way, community colleges, neighborhood associations, community mental health centers)

- Establish a system for periodically recontacting dislocated workers and their families to check on progress or to arrange for a change in services. (United Way, YMCA, YWCA, community colleges, churches, Catholic Charities, Jewish Family Services, social services groups offering special services to the dislocated, dislocated worker programs)

- Prepare and distribute to dislocated workers special self-help guides, brochures, and pamphlets; include community resource information and ideas for coping with the layoff situation. (United Way, chamber of commerce, community colleges, city or county social services departments, employment service agencies, local mental health centers, local libraries)

- Provide staff assistance for dislocated worker program operation. (Almost all social service agencies as per the need of the planning council).

- Contribute equipment, furniture, or supplies for program operation; assist with developing forms, copying, printing brochures; conduct worker outreach programs. (Almost all social service agencies as per the need of the planning council)

- Offer workshops on family budgeting and money management. (County Extension Service, local banks, community mental health center, YMCA, YWCA, local community colleges)

- Provide information to dislocated workers and their families about obtaining welfare assistance, food stamps, rent assistance, and other income assistance. (Community planner from city or county planning commission, county welfare department, city or county housing commission, United Way, city social services department, libraries, local tenants association)

- Facilitate the development of a ride-sharing program for dislocated workers to and from the reemployment center, job search club, or training site. (Regional planning council, local public transportation department, community colleges or training institutes).

- Offer reduced public transportation fares for those going to training, job search classes, or job interviews. (Local public transportation authority)

- Provide transportation for individuals going to job interviews. (United Way, churches, neighborhood associations, Urban League)

- Provide nutritional counseling for preparation of low-cost nutritious meals. (County Extension Agent, home economist at the local utility company, food editor of local newspaper staff).

- Help dislocated workers form a food co-op or arrange to purchase bulk quantities of food at discount prices. (Local retail merchants association, local neighborhood association, County Extension Agent, United Way staff)

- Provide food assistance for lunches or other main meal when dislocated workers are in a skills training program or special job search training. (Churches, YMCA, YWCA, neighborhood association, local restaurant owners associations, United Way)

- Provide use of facilities for a job club group, "Forty Plus" club, or other job search organization. (Training institutions, churches, YMCA, YWCA, local mental health centers, neighborhood associations, chambers of commerce, local department of parks and recreation, libraries)

- Provide a trained social worker or counselor at the plant or layoff site, transition center, or other center of program operation. (Local mental health or community health center, local hospital association, local university, Catholic Charities, Jewish Family Services, local health department, YMCA, YWCA, United Way)

- Encourage the dislocated workers to organize mutual peer support groups for themselves. (Training institutions, United Way, unions, community health centers, YMCA, YWCA)

- Prepare and conduct an out-placement program for workers who are about to be or have been laid off. (Professional personnel counseling association, unions, YMCA, YWCA, community mental health center, churches, Catholic Charities, Jewish Family Services, Urban League)

- Provide legal assistance. (Legal Aid Society)

- Provide specialized counseling (e.g., substance abuse). (United Way, drug or alcohol counseling programs or treatment centers, YMCA, YWCA, local child care service agencies, local department of social services, hospitals, community colleges)

- Examine the possibility of obtaining temporary retail discounts from local merchants. (Local retail merchants association)

- Provide special information to dislocated workers about area athletic facilities and other recreational or leisure time activities. (Local department of parks and recreation, community colleges athletic department representative, local schools or colleges)

- Provide temporary, low-cost health care for workers left without insurance or benefits. (Local hospital or medical association, group of local physicians, special clinics, community health centers, local medical school)

- Provide access to personal and family counseling, and stress-coping, and stress reduction programs. (Local community mental health center, local hospital, local pastoral counseling center, United Way, local university department of psychology, Catholic Charities, Jewish Family Services, YMCA, YWCA, city or county social services department)

- Provide special support groups or workshops for spouses or children of the dislocated workers. (Local community colleges, local community mental health center, city or county social services department, churches, catholic charities, Jewish Family Services, United Way, YMCA, YWCA)

- Assist terminated workers in exploring the potential for implementing programs of employee ownership. (Economic development groups, neighborhood associations, local or county planning department)

- Sponsor a community awareness seminar to inform the community about the dislocated workers' situation, problems, and needs. (United Way, local colleges and community colleges, community mental health centers, YMCA, YWCA, local media, Churches, Catholic Charities, Jewish Family Services, regional, local, or county planning department)

- Hold a media-sponsored employment fair for workers and area employers. (Local television or radio stations, local newspapers)

- Conduct a media-sponsored campaign to help generate community response and employer participation. (Local television or radio stations, local newspapers)

APPENDIX A

SELECTED AGENCIES AND ORGANIZATIONS INVOLVED IN DISLOCATED WORKER PROGRAMS AND ACTIVITIES

Selected Agencies and Organizations Involved in Dislocated Worker Programs and Activities

Labor Management Services Administration
U.S. Department of Labor
Washington, DC 20216
(202) 523-6098

National Association of Counties
440 1st Street, NW
Washington, DC 20001
(202) 396-6226

National Alliance of Business
1015 15th Street, NW
Washington, DC 20005
(202) 457-0040

National Center on Occupational Readjustment, Inc.
1015 15th Street, NW, Suite 1250
Washington, DC 20005
(202) 789-8680

National Governor's Association
444 North Capitol Street, NW
Washington, DC 20001
(202) 624-5300

National Association of Manufacturers
1776 F Street, NW
Washington, DC 20006
(202) 626-3813

Human Rescurces Development Institute
815 16th Street, NW
Washington, DC 20006
(202) 638-3912

Northeast-Midwest Institute
530 House Annex #2
Washington, DC 20515
(202) 225-1082

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